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Historical analysis of the bilingual education program in the Redwood City School District 1969-1979

Jonathan P. Pharazyn
San Jose State University

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Pharazyn, Jonathan Philip Henry, M.A.

San Jose State University, 1993

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**HISTORICAL ANALYSIS
OF THE BILINGUAL EDUCATION PROGRAM
IN THE REDWOOD CITY SCHOOL DISTRICT 1969 - 1979**

A Thesis
Presented to
the Faculty of the Division of Education
San Jose State University

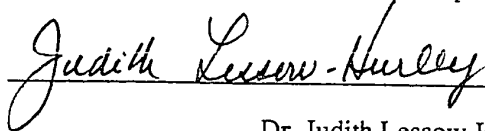
In Partial Fulfillment
of the Requirements for the Degree
Master of Arts
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By
Jonathan P. Pharazyn
August, 1993

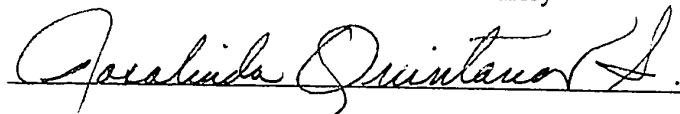
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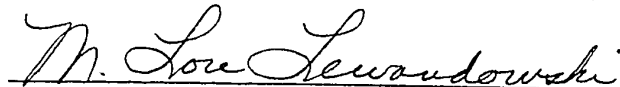


Dr. Judith Lessow-Hurley



Dr. Rosalinda Quintanar

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ABSTRACT

HISTORICAL ANALYSIS OF THE BILINGUAL EDUCATION PROGRAM IN THE REDWOOD CITY SCHOOL DISTRICT 1969 - 1979

by Jonathan P. Pharazyn

This thesis provides historical documentation for the beginning years of bilingual education in the Redwood City School District (RSCD), 1969 - 1979. It focuses on the political and social circumstances that existed from 1969 to 1979 in the RCSD and how these circumstances affected the development of the bilingual education program. The documentation is based primarily on interviews conducted with ten informants who were intimately involved with the RCSD as teachers, administrators and Hispanic community activists.

In 1969, the RCSD initiated its first bilingual program, the Garfield Project. The Project was federally funded for five years, 1969-1974. The Garfield Project was designed as a two-way maintenance bilingual education program. Its first three years were documented in a research study by Andrew Cohen (1972).

This thesis reaches two conclusions. First, the lack of support by the superintendent and school site administrators was critical to the unsuccessful implementation of bilingual education. The second conclusion is that the sporadic involvement of the Hispanic community was crucial to the lack of success of bilingual education in the RCSD.

Dedication

This thesis is dedicated to my two children, Lilia and Fabio. In particular it is dedicated to Lilia and the courage she has shown as she struggles against leukemia. I want to express my gratitude to my mother, Lucille Sorg a teacher, for all of her help and support. I would like to thank Dr. Judith Lessow-Hurley, Dr. Rosalinda Quintanar and especially Dr. Alexander Sapiens for their time and effort. I would also like to thank the informants who so willingly shared their thoughts and opinions concerning bilingual education in the Redwood City School District. Finally, I would like to recognize the many students who have inspired me to continue as a bilingual educator.

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Chapter One

Introduction

In 1969, the Redwood City School District (RCSD) initiated its first bilingual program, the Garfield Project. The Garfield Project was an unique program. In the entire United States only ten bilingual projects were awarded federal funds that year (Cohen, 1975). The Project was funded for five years, 1969-1974. The Garfield Project was designed as a two-way maintenance bilingual education program that would expand from its initial first-grade class to a kindergarten through fifth grade program. After five years of federal funding, the RCSD was to assume financial responsibility of the project.

In June 1974, the School Board decided to maintain a minimal level of funding for the bilingual education program (See Appendix J). This decision not to expand the bilingual education program was made despite the continued increase of LEP Hispanic students, the documented success of the program, and the support of the community.

From 1969 to 1974, the Garfield Project received local, regional and even national recognition. The Garfield Project was a "state of the art" bilingual education program. The community support for the Garfield Project and bilingual education was demonstrated by a petition in support of the bilingual education program which was signed by over 400 persons (see Appendix K). This petition was presented to the School Board on June 12, 1974. That night the Board made its decision to not expand bilingual education in the RCSD.

What followed the Board's decision has been described as a "withering" of the bilingual education program. This reduction reached the point that in 1979 there were only three bilingual credentialed teachers in the RCSD. This despite an ever-increasing LEP population and Hispanic student body. In 1979, the first full-time director of bilingual education was hired by the RCSD. Subsequently, bilingual education enjoyed a period of expansion. This thesis will examine and document the first decade, 1969 -1979, of bilingual education in the RCSD. Special attention will be focused on policy decisions which affected bilingual education and the socio-political environment in Redwood City and the RCSD.

Historical Background of Bilingual Education

In order to understand the factors which influenced the development of bilingual education in Redwood City, it is necessary to understand the historical context. What follows is a brief review of the history of bilingual education in the United States. The North American colonies had a long history of language diversity: Dutch in New York, New Jersey and Pennsylvania; French in the Northeast, Midwest, Georgia, Louisiana and the Carolinas; German throughout the Mid-Atlantic and Midwestern regions; Spanish in the Southwest, Southeast and Mississippi Valley; Swedish in Delaware and Pennsylvania and, of course, the numerous indigenous languages of American Indians. Throughout these regions, non-English-speaking communities developed and maintained their cultural heritage as did the English-speaking communities. Despite this diversity, by the end of the colonial period, the United States was dominated numerically and politically by the English-speaking population (Cubberly, 1934; Kloss, 1977; Leibowitz, 1971; Lewis, 1980; Tyack, 1974).

Given this heritage of language diversity and the immigrant character of the population of the United States, bilingual education has had a long history in the United

States. The first known examples of bilingual education developed during the eighteenth century with the German and French populations. Despite this long history, bilingual education has continuously been the focus of controversy. With the massive waves of European and later Asian immigrants throughout the 1800s, this controversy became more intense and volatile. The culmination of this conflict occurred when bilingual education was driven out of existence by the political circumstances surrounding World War I, the Russian Revolution and the xenophobia that swept through the United States in the 1920s.

Bilingual education was revived during the 1960s when two distinct social phenomena coincided: the Cuban Revolution with the subsequent exodus of Cubans to Florida and the Civil Rights Movement. Since the Cubans were fleeing a revolution led by Communists, there was little opposition among conservative forces to the creation of bilingual education programs to aid the Cuban immigrants. Thus the revival of bilingual education in this century started with the Cuban community in Florida.

The Civil Rights Movement developed an awareness of the inequalities suffered by the minority populations. Pressure was brought to bear upon the government to institute programs that would compensate for these long-standing inequalities and empower the minority populations. As the Civil Rights Movement intensified and expanded among African Americans and other ethnic minorities, the United States government responded with President Johnson's *Great Society*. Laws were passed and funds were made available to protect the civil rights of all Americans and to increase their opportunities. As part of this social movement, bilingual education was expanded to serve Puerto Ricans in the Northeast, Mexicans in the Southwest and some Native American populations (Kloss, 1977; Lewis, 1980; Tyack, 1974). The Garfield Project in Redwood City was representative of this social movement of the 1960s.

Political & Pedagogical Controversy on Bilingual Education

Bilingual education in the United States has always been controversial. The status of bilingual education has always been dependent upon the overall political climate in the United States. This has been particularly true since its reappearance in the early 1960s. The public controversy concerning the necessity or desirability of bilingual education is frequently based upon several pedagogical and political misconceptions. The pedagogical misconceptions are: that students who receive a bilingual education do not learn English; that earlier immigrants did not receive bilingual education and were successful in school; that it is counterproductive to develop the primary language literacy of a non English-speaking student. The political misconception is that bilingual education is divisive and will lead to the breakup of the United States.

There is historical evidence that early twentieth century immigrants were not academically successful with English-only instruction. Statistical evidence shows that in 1924 the drop-out rate of eight graders was 25.9% while in 1970 it was less than one percent (Cordasco, 1973). One third of the people who immigrated to the United States between 1908 and 1924 returned to their country of origin. These statistics show that a significant portion of the immigrants failed to assimilate into American society (Andersson & Boyer, 1970; Otheguy, 1982).

Immigrant groups of the nineteenth and early twentieth centuries were able to find work in a country that was expanding economically, geographically and becoming a world power. The economy of the United States was dominated by industries which required large numbers of workers. These jobs required little formal education and little or no

English skills. It should also be remembered that prior to World War II, the working conditions and wages of these workers were far worse than those of the post World War II era. The current job market has greatly changed. Computer technology and the decline of industry in the United States has created a situation in which a higher level of literacy and skills is needed in order to obtain a good paying job.

Before World War I, bilingual education was based primarily in parochial or private schools (Andersson & Boyer, 1970; Kloss, 1977). Since the purpose of these private bilingual schools was the maintenance of the mother tongue and culture, there was no guarantee that the study of English and use of English as a medium of instruction was given priority or equality with other languages. During the 1920s, a concerted effort to pass legislation mandating English-only instruction was successful in eliminating bilingual education. Since its rebirth in the 1960s, bilingual education has been based in the public schools. Because bilingual education is now almost exclusively in the public school domain, instruction of and in English is the number one priority. The fact that the overwhelming majority of bilingual education programs are transitional rather than maintenance is testimony to this English-language priority (Cordasco, 1983).

Research by Lambert, 1972; Krashen, 1982 and Cummins, 1986 has shown that continuing instruction in the primary language is not detrimental to the acquisition of the second language. The concept of *common underlying proficiencies* (CUP) provides a theoretical model as to how a higher degree of literacy in the primary language improves the speed and sophistication of second-language acquisition (Cummins, 1986). The assumption that underlies CUP is that a person only learns to read and write once. This ability to decode and understand symbols and sounds is applicable to the acquisition of other languages. Once the symbols, sounds and syntax of the second language is learned,

information learned in one language can be transferred to and used with the new language. Therefore there is no conflict between the first and second languages. A student's academic performance is strengthened not weakened by continued instruction in the primary language.

While bilingual education appears sound theoretically, its effectiveness has been highly disputed. The recent Ramírez study (1991), as well as other studies, have shown transitional bilingual programs to be a more effective treatment of LEP students than submersion. However, when compared to English immersion programs, this superiority is cast in doubt. As reported in the Ramirez study, the effectiveness of bilingual education increases with the length of treatment. Unfortunately, in many bilingual programs, students are prematurely exited and/or receive inconsistent ESL and primary language instruction. It is very difficult to find a bilingual education program that provides consistent, high quality instruction in both the primary and target languages. This is especially true for the upper grades and the secondary level. A high degree of literacy in the primary language is rarely attained and therefore the theoretical strength of bilingual education, the use of both languages for instruction and learning is not utilized. This common situation holds true for the RCSD.

This failure to fully implement a complete bilingual education program is a consequence of prejudice and ignorance concerning bilingual education and the population it serves. Will the United States break up into many little nations or disintegrate if the different cultures of its inhabitants are nurtured by public education? Headlines warn that the Anglo population is becoming a minority population in California. This hypothetical threat posed by bilingual education and the populations which it serves has given cause to the English-Only Movement (Crawford, 1989). Since governmental support for the

maintenance and expansion of language minority cultures has never existed, the issue of the supposedly divisive nature of bilingual education is really a moot point. Rather it is a issue of personal bias and xenophobia. While these fears are expressed by the language majority, the fact remains that this majority has controlled the educational system and has decided that their culture will be taught to the exclusion of the minority cultures. Currently the RCSD has a sixty percent Hispanic enrollment. Yet there is no instruction of Spanish nor of the various Hispanic cultures beyond the bilingual education program. To what extent instruction in and of Spanish and of the Hispanic cultures occurs in the bilingual education program is left to the discretion of the individual teachers.

Background of Redwood City School District

The Redwood City School District (RCSD) is located in the mid section of the San Francisco peninsula. It is part of the highly urbanized eastern side of the peninsula. Redwood City has highly affluent residential neighborhoods as well as areas of low income multi-family dwellings. Redwood City also has large commercial and industrial areas. It is the county seat of San Mateo County.

The following table shows the growth of the Hispanic population in Redwood City. This growth is even greater when one also takes into account the large number of Hispanic people who do not have legal status and thus are not counted in the census.

Table 1Population of Redwood City and its Ethnic Composition

Year	Afro-American		Hispanic		White		Total
1960	600	1.3%	2,448	5.3%	45,198 *		46,290
1970	948	1.7%	7,130	12.8%	53,495 *		55,686
1980	1,493	2.7%	8,617	15.7%	47,635 *		54,951
1990	2,240	3.4%	15,935	24.1%	43,504	65.8%	66,072

Source. U.S. Census, 1990Note.* Includes Hispanic surnames

The RCSD has an enrollment of 7,861 students, who attend twelve elementary schools and two middle schools. The current minority population of the RCSD is over 59.1%. Over ninety percent of this minority population is Hispanic, primarily Mexican/Mexican American. During the past decade, the minority population has increased at a rate of five percent per year while the White student population has decreased at a rate of nine percent per year. Currently forty-six percent of the students have been identified as limited English proficient (LEP). Despite the increases of linguistic minority students, only eighteen percent of the teachers are certified as bilingual. The following table provides a twenty-year overview of the total student population and the percentage which are minority.

Table 2**Trends in the Ethnic Population of the RCSD.**

Year	Total Population	Total % Minority
1970	10,277	18.4%
1971	9,901	19.5%
1972	9,535	21.1%
1973	9,145	22.9%
1974	8,778	23.6%
1975	8,334	26.0%
1976	8,089	28.1%
1977	7,776	30.7%
1978	6,937	32.3%
1979	6,909	38.1%
1980	6,769	39.0%
1981	6,689	44.2%
1982	6,760	45.8%
1983	6,660	47.8%
1984	6,586	50.9%
1985	6,640	52.6%
1986	6,811	54.2%
1987	7,000	53.8%
1988	7,327	55.3%
1989	7,654	58.1%
1990	7,861	59.1%

Source: RCSD, 1990

In September 1989, the RCSD formed the Bilingual Education Task Force to investigate and prescribe measures to improve bilingual education in the district. This task force was composed of representatives from the administration, teachers and community. As a result of its investigation, the task force identified several problem areas in the bilingual education program:

1. Opportunities for native English speakers were not provided in a formal manner.
2. Community, parents and staff were inadequately informed about bilingual education.
3. Primary language instruction was not available to all Spanish-speaking students and it was inconsistent from grade to grade.
4. Bilingual and ESL materials were inadequate in terms of quantity and quality.
5. There was an extreme lack of English-speaking models in some schools.

This list of concerns was published in the *Palo Alto Times Tribune*. The critical nature of these concerns show that bilingual education in the RCSD has continued to fall short in meeting the particular needs of its linguistic minority population.

After the eighth grade, students of the RCSD attend the Sequoia Union High School District (SUHSD). This district consists of four high schools: Carlmont, Menlo-Atherton, Sequoia and Woodside. Two more high schools, Ravenswood and San Carlos, served this community during the years covered by this study. The SUHSD serves an extremely diverse population: Atherton, Belmont, East Palo Alto, Menlo Park, Redwood City, San Carlos and Woodside. In 1990, 1,111 of the 6,200 student population were classified as Limited English Proficient. The current ethnic composition of student body is:

Black: 782; Hispanic: 2,150; and White: 2,985. In 1986, this composition was: Black: 895; Hispanic: 1,145; and White: 4,157. Of the total certificated staff, 38 are certificated as bilingual. Currently the dropout rate for the entire student body is 22.3%. Twenty-three percent of the Hispanic high school students drop out each year. Since the vast majority of Hispanic students are from the RCSD, this last figure is another indication of the failure of the RCSD bilingual education program to prepare its students for high school (Raby, 1987).

Statement of Problem

This thesis is concerned with the Garfield Project, a model bilingual education program implemented from 1969 to 1974 and the subsequent five years following the federally-funded project. Instituted in 1969, it was the RCSD's initial attempt at developing a bilingual education program to serve its growing Spanish-speaking student population. The Garfield Project was designed as a two-way, maintenance model. The Project was federally funded for five years and during those years, it received national attention. Following the expiration of federal funds, the Project was allowed to wither. Bilingual education in the RCSD was not revived until after 1979 when the RCSD hired a director of bilingual education. Bilingual education expanded in the 1980s but was never able to catch up and keep pace with the expansion of the Hispanic population. In the late 1980s, bilingual education in the RCSD again suffered reverses. Key personnel left the District or retired while the Spanish-speaking population continued to grow. Why was local funding for bilingual education not approved by the RCSD's board in 1974? What actually occurred from 1969 to 1979 with regard to RCSD's bilingual education program? Could the District have done more?

Statement of Purpose

From its inception in 1969 to 1979, there is no written record of what transpired with regard to bilingual education in the RCSD. This thesis will provide such a record. An analysis of the historical record will identify certain policies, decisions and conditions which have adversely affected the quality of bilingual education in the RCSD.

Research Questions

1. Why and how was the Garfield Project developed?
2. What was the status of bilingual education in the RCSD up to 1974?
3. What was the status and purpose of the Spanish as a Foreign Language program?
Why was it eliminated?
4. What measures were taken to reduce the segregation of Hispanic students in the RCSD?
5. What measures were taken to recruit and retain bilingual staff and provide inservice in order to meet the needs of an expanding Hispanic student population?
6. After federal funding for the Garfield project expired in 1974 and until 1979, what was the status of bilingual education in the RCSD?
7. What was the legacy left by the Garfield Project ?

Definitions

Additive and subtractive bilingual education are terms coined by Lambert (1972). Lambert is well known for his experimental research concerning French immersion schools in Canada. Additive bilingual education refers to an education that gives status to the minority language and whose goal is bilingualism: the maintenance and development of literacy in the primary language (L1) of the minority student while developing literacy in the second language (L2). It is associated with the maintenance model of bilingual education and immersion programs. In the maintenance model, primary language instruction continues throughout the grades. Opportunities for developing the primary language ideally exist through the middle and high school levels for the LEP student who has been reclassified as fluent in the L2. In immersion programs students receive all instruction in the L2. Instruction is modified or "sheltered" in order to make the subject matter comprehensible for the second language learner. In an immersion class, all students are learning their second language and the teacher should be fluent in the L1 of the students. The student population of successful immersion programs is usually from middle-income families of the language majority population (Lambert, 1972).

Conversely, subtractive bilingual education attempts to substitute one language for another. It does not give status to the minority language. Bilingualism is not a goal. Subtractive bilingual education is associated with the transitional or quick-exit model of bilingual education and submersion. In the transitional model, LEP students are instructed in the L1 only as long as necessary. Priority is given to ESL instruction and sheltered instruction in the content areas (Parker & Heath, 1978; Williams & Snipper, 1990).

The Garfield Project was an example of additive bilingual education. It was a two-way bilingual program. This project served language minority and majority students. Both language groups learned a second language. English as a Second Language (ESL) and Spanish as a Second Language (SSL) were important elements of this project. ESL is the instruction of English to students who are non-native speakers of English. ESL has undergone a transformation in recent years. It has evolved from the traditional grammar-translation method and the use of language labs to the use of total physical response (TPR), whole language, "natural approach" and other communicative methodologies. ESL is an essential component of bilingual education: transitional or maintenance. SSL is similar to ESL except that the student population is non-native speakers of Spanish. Also called Spanish as a Foreign Language (SFL), SSL is an important component of a bilingual program because it raises the status of Spanish, promotes intercultural awareness and reduces the segregation of Spanish-speaking LEP students. It provides the Spanish language skills needed to understand content instruction in Spanish.

Chicano refers to persons of Mexican heritage who were born in the United States. Chicano and Mexican-American are synonymous terms, although they may convey different political connotations. The term Chicano developed from the *La Raza* movement of the 1960s and 1970s. The term Hispanic refers to persons of Mexican heritage as well as all other countries where Spanish is spoken. Hispanic persons may or may not be native to the United States and may or may not reside in the United States. It is a recently evolved term which elicits some negative reactions from the Chicano movement. Hispanic is a governmental term.

Limitations

This thesis is limited to the years 1969 to 1979. This study is limited to the Redwood City School District and its implementation of the bilingual education program. Implications and findings may or may not apply to other districts.

Statement of Significance

This thesis is written with the intent of providing historical documentation for the beginning years of bilingual education in the RCSD, 1969 - 1979. The first three years were documented in the research study by Andrew Cohen (1972). However the process of how the program was developed and what transpired following the first three years is unknown. Despite the auspicious start of the Garfield Project, the recent Bilingual Task Force found serious deficiencies with the current bilingual education program. While the primary intent is to provide a historical record, this thesis will also focus on the political and social circumstances that existed from 1969 to 1979 and how these circumstances affected the development of the bilingual education program in the RCSD.

Chapter Two

History of Bilingual Education in the United States

Bilingual education has existed in the United States since the colonial period. While there is little quantitative data concerning the degree to which bilingual education existed during the colonial period and the first century of the United States, anecdotal evidence would indicate that bilingual education was at least as strong as it is today. During the 19th century an estimated one million children attended bilingual public schools (Kloss, 1977; Lewis, 1980). Bilingual education was so prevalent in certain areas that Benjamin Franklin wrote in 1751:

The observation concerning the importation of Germans in too great numbers into Pennsylvania is, I believe, a very just one. This will in a few years become a German colony . . . Already the English begin to quit particular neighborhoods surrounded by the Dutch . . . How good subjects they may make and how faithful to the British interests is a question worth considering.

(Cohen, 1974: 630)

In 1753, Franklin wrote in another letter:

I am perfectly of your mind, that measures of great temper are necessary with the Germans . . . great disorders and inconveniences may one day arise among us . . . and as few of the English understand the German

language, and so cannot address them either from the press or pulpit . . .
 Few of their children in the country learn English . . . Yet I am not for
 refusing entirely to admit them into our colonies: all that seems to be
 necessary is, to distribute them more equally, mix them with the English,
 establish English Schools where they are now too thickly settled.

(Cohen, 1974: 630)

Franklin would later help establish a German language periodical (Crawford, 1989). Thus it is evident that Franklin's observations were not those of an arch conservative but rather of a politician. They do give testament to the political nature of bilingualism and bilingual education.

Historically, bilingual education has been stronger in parochial than public schools (Andersson & Boyer, 1970; Kloss, 1977). The cause for this was that parochial schools were the principal form of education. Public education did not attain dominance until the middle part of the nineteenth century (Cubberly, 1934). Parochial schools were more responsive to the interests of the community than were public schools. Parochial schools were dependent upon local financial support. If the community was German speaking, then the parochial school provided instruction in German. From its inception, public education had assumed the role of promoting assimilation to mainstream society. In the immigrant communities, the public school system was an intrusive body which represented a different and dominant Anglo-American culture. Tyack (1974) writes of the development of public education as a conscious attempt to "disintegrate the mob." The mob being the large infusion of immigrants.

The United States in the 1800s was a land divided by issues of slavery, Western expansion and the massive immigration of diverse and foreign cultures. Fear of these immigrant cultures, competition for jobs and an increasingly militant labor movement gave cause for the formation of anti-immigrant organizations such as the *Know-Nothing* party and later the *Ku Klux Klan*. This anti-immigrant sentiment often took the form of anti-Catholicism with its propaganda of the Papist conspiracy.

The industrial revolution and the unprecedented wave of immigration starting in the 1830s created a crisis situation for public education. New cities were being formed and existing ones experienced tremendous growth. The following table demonstrates this growth in the number and size of cities.

Table #3

U.S. Urban Growth in the Mid 1800's.

Cities	1820	1860
Places of 5,000 to 10,000	22	136
Places of 10,000 to 25,000	8	58
Places of 25,000 to 50,000	2	19
Places of 50,000 to 100,000	1	7
Places over 100,000	1	9

(Tyack, 1974: 31)

The factories of the industrial revolution required a better educated worker than that of agriculture. At the same time, intellectual leaders of the 19th century were strongly influenced by the ideas of Rousseau and the *Age Of Reason* : the perfectibility of man. The

ascendancy of public education was spurred by fear, necessity and idealism. Public education was a new concept as were democracy and universal suffrage. All of these factors are in evidence in an 1836 speech by Calvin Stowe at the fifth annual meeting of Western Literary Institute and College of Professional Teachers:

Let us now be reminded, that unless we educate our immigrants, they will be our ruin. It is no longer a mere question of benevolence . . . but the intellectual and religious training of our foreign population has become essential to our own safety; we are prompted to it by the instinct of self preservation . . . to an extended republic like our own, there must be a national feeling, a national assimilation; and nothing could be more fatal to our prospects of future national prosperity, than to have our population become a congeries of clans . . . The most effectual way to produce this individuality and harmony of national feeling and character, is to bring our children into the same schools and have them educated together. The children of immigrants must be taught English and prepared for the English common schools.

(S. Cohen, 1974: 994)

An 1879 French Commission report on American public education spotlights this assimilationist character:

What instrumentality infuses American blood into the veins of these thousands of people who have not had time to forget Europe? Every statesman will tell you, "It is the public school." . . . Suppose the immigrants were left to their own inspirations . . . each person would keep

up his own customs or preferences . . . without fusion of races, without a uniform language, without equality of social classes . . . would the United States still be united?

(Cohen, 1974: 955)

Since its inception, public education in the United States has been perceived as an instrument of assimilation. The goal of many educators was to achieve this assimilation in one generation (Cordasco, 1973). Ethnic cultures were seen as a danger to society and an obstacle to be overcome. Cultural chauvinism was the norm. Foreign cultures were treated as inferior rather than as equal, but different. The 'Temperance Movement,' the anti-Catholic propaganda which led the Ku Klux Klan to its height of popularity in the 1920s, and the large scale deportations under the *Palmer Act* were all attacks on immigrants and their cultures. During the 1960 presidential election, John F. Kennedy's Catholic belief and heritage became a campaign issue. His narrow victory over Richard Nixon made him the first Catholic President of the United States. Prejudice was even more pronounced with regard to immigrants from Asia. This was particularly true in the Far West. The culmination of this anti-Asian prejudice was the Japanese internment camps during the second World War.

The imagery of the Melting Pot, the assimilationist ideology is one of destruction and reconstruction. As evidenced by the recent English Only Movement, xenophobia, prejudice and chauvinism remains strong forces in American society and have adversely affected the debate concerning the need for bilingual education and the form it should take (Crawford, 1989). The myopia of the conservatives is revealed by E. Glyn Lewis (1980). Lewis makes an argument for bilingualism in the United States based on the fact that the national identity of the United States is now so strong that there should be no fear of ethnic

diversity. The most intriguing aspect of his argument is the use of a concept associated with Max Weber, that tradition is an important source of authority. Bilingual education, particularly the maintenance model, emphasizes tradition through the use of the student's primary language as well as through ethnic studies and validation of cultural values. Therefore bilingual education could be viewed as an instrument that aids authority (Lewis, 1980). It is clear that this perspective on bilingual education has not been adopted nor even considered by our political leaders.

Spanish Language and Culture

From a historical perspective, Spanish in the Southwest United States has primarily been a spoken language, rather than written (Lewis, 1980). During the years when this region belonged to Spain and Mexico, the population was very sparse and there were few schools. Spanish-speaking inhabitants who were literate were in the minority (the same could be said for English speakers as well as throughout the world). The wealthy or gentry class either hired private tutors or sent their children away to receive a formal education (Christian, 1966). When the United States gained control of this large but sparsely populated area, there was no entrenched educational system of Spanish instruction. Spanish was easily relegated to a subordinate status with regard to English. This process was very rapid in the case of California. In 1848, half of the 15,000 residents were of Mexican descent. However the Gold Rush generated a tremendous increase of non-Mexican inhabitants which quickly shifted the balance of power (Kloss, 1977).

The Mexican Revolution during of 1910s precipitated a massive wave of Mexican immigration into the United States. In general, these immigrants were semi-literate or illiterate in Spanish (Galarza, 1971). To the present day, Spanish is primarily a spoken

language used in the home and community with family and friends. Low levels of literacy in the Hispanic community are poignantly depicted in the following explanation for the discontinuation of the *El Nuevo Mexicano* newspaper after nearly a century of operation:

Although Spanish of all sorts was still the daily speech of several hundred thousand New Mexicans, only a small minority of these could read the language with ease. Those who could were among the best educated and naturally preferred the much fuller coverage of the various English-language dailies. The fact of the matter is that at the present time New Mexico's school system does not give the masses of Spanish-Americans a complete command of English, yet at the same time it is allowing the common Spanish to degenerate into an illiterate patois which is daily more inadequate for communication with the Spanish-speaking world.

(LaFarge in Christian, 1966)

A linguistic dichotomy has developed in the Hispanic student and community at large. Spanish is the social language, the language of self-expression and intimacy. Spanish provides a sense of power or exclusiveness. The "powerful Anglo" cannot understand and penetrate this domain of communication. Conversely, English is the language of school (academics) and the workplace, two arenas in which Hispanics have been largely unsuccessful for many different reasons. The incentive to use English is weakened even more when coupled with the proximity of Mexico and the barrio or ghetto nature of Hispanic neighborhoods (Buriel & Cardoza, 1988; Ramirez III, 1984). These factors have reduced the motivation to leave their cultural paradigm in order to attain middle-class status in an Anglo-controlled environment. The ideology that Spanish, the language of the home and community, and English, the language of school and work, are

mutually exclusive has resulted in an alienation when this ideology is accepted. This alienation was powerfully described by Richard Rodriguez (1982) in his autobiography, *Hunger for Memory*. Rodriguez made his choice, acceptance into the middle-class Anglo world, and the price was high.

The contradiction between class and culture and the confusion engendered by it has perplexed bilingual educators in the United States. In most parts of the world, bilingualism is associated with the professional class, while in the United States it is associated with the lower class. Bilingualism has long had a low status in the United States. Bilingual education is often seen by its critics as being in opposition to academics. It is indisputable that an educational crisis exists in Hispanic communities such as Redwood City. The high school dropout rate and the low number of Hispanic university enrollees are evidence of this crisis. What emerges as a necessary component of a successful academic program is the need to develop the Spanish literacy of the Spanish-speaking student and raise the status of Spanish in the school and society at large. The internal conflict in the Hispanic student between English and Spanish would be mitigated because both languages would be perceived as a language of the school and academics.

State and Federal Legislation

There is a long history of legislation with regard to bilingual education and bilingualism in the United States. Throughout the nineteenth century, bilingual education was available in many communities, particularly in the west. German was the principal language used in bilingual instruction. However the circumstances of World War I radically changed this. There had long been an anti-German movement and the United

States war propaganda fomented a hostile, chauvinistic almost hysterical public opinion against the German populace in the United States. This anti-German public opinion effectively halted instruction in German.

During the years 1913 to 1923, thirty-four states passed statutes requiring English to be the language of instruction in both private and public schools (Liebowitz, 1971). The Russian Revolution, the growth of a radical labor movement in the United States (the IWW and the Socialist Party) and a strong isolationist movement were also responsible for this xenophobia which had become a powerful political force in the United States. This xenophobia of the 1920's was most powerfully manifested by the Palmer Act (deportation) and the rebirth of the Ku Klux Klan.

As mentioned in Chapter One, bilingual education reappeared in 1963 in Dade County, Florida. In 1968, Congress passed the *Bilingual Education Act* also known as Title VII of the *Elementary and Secondary Education Act* (ESEA). This act authorized appropriation of funds to develop special instructional materials for use in bilingual programs; provide in-service training for the staff of bilingual programs; and establish, maintain and operate programs for LEP students. ESEA Title VII was reauthorized in 1974, 1978, 1984 and in 1988. The reauthorizations have expanded the population served, the programs and services offered and the funds available. Funding is discretionary. Districts, colleges and state agencies must submit applications to the Office of Bilingual Education and Minority Language Affairs (OBEMLA) in order to be considered for funding. Thus a district may have a high number of LEP students but not receive any Title VII funds (Lessow-Hurley, 1989; Matute-Bianchi, 1979).

A major impetus for bilingual education legislation was the *Lau vs. Nichols* case. A Chinese community group sued the San Francisco School District. The motivation for the suit was that the 1,066 Chinese students were receiving some special services while 1,790 non-English speaking students of Chinese ancestry received the same education as all other students. In 1974 the Supreme Court ruled that the San Francisco School District was in violation of section 601 of the *Civil Rights Act of 1964* and had failed to implement regulations of the Department of Health, Education and Welfare. Justice Douglas, writing for the Court stated:

Where inability to speak and understand the English language excludes national origin children from effective participation in the educational programs offered by a school district, the district must take the affirmative steps to rectify the language deficiency in order to open its instructional program to these students.

(*Lau vs. Nichols*, 1974)

Even though the Court did not specifically mandate bilingual education, it was the most apparent solution. California and Texas, two states with very large LEP populations, along with several other states passed laws mandating bilingual education (Lessow-Hurley, 1989). However in 1987 the state of California allowed the *Bilingual-Bicultural Act* (AB 507, 1980) to sunset. It was not reauthorized.

Another important piece of federal legislation with regard to bilingual education was the *Equal Educational Opportunities Act of 1974* (EEOA).

No state shall deny equal educational opportunity to an individual on account of his or her race, color, sex, or national origin by . . . (f) the failure by an educational agency to take appropriate action to overcome language barriers that impede equal participation by its students in its instructional programs.

(Section 1703f of EEOA, 1974)

A growing body of court cases has created jurisprudence around the Lau decision and the EEOA: *Aspira v. Board of Education of the City of New York*, 1972; *Serna v. Portales*, 1973 ; *Cintron v. Brentwood* , 1977; *Rios v. Reed*, 1977; *Castaneda v. Pickard*, 1981; *Idaho Migrant Council v. Board*, 1981; *Keyes v. School District No. 1*, 1983; *Gomez v. Illinois*, 1987. It should be noted that the courts have been careful to state that school districts could not use bilingual education to segregate students (Applewhite, 1979; Grossman, 1983; Keller & Van Hooft, 1982; Lessow-Hurley, 1989). This point is particularly relevant to the RCSD as well as to many other districts. Although the Garfield project educated both Anglo and Hispanic students, the bilingual education program in the RCSD has not provided services to Anglo students since 1974.

With regard to California, the California Constitution of 1850 was published in both English and Spanish and it stipulated that all laws should be published in both languages. However the bilingual character of California quickly came under attack. In 1855, the California State Bureau of Public Instruction mandated that all schools had to teach exclusively in English. During the 1850's laws were passed which suspended the publishing of laws in Spanish and required all court proceedings to be in English. In 1870, a statute was issued stipulating that all schools had to teach only in English (Kloss, 1977). An 1894 amendment to the California Constitution restricted voting to those who could

read and write English. One should bear in mind the historical context. California was acquired by force by the United States, that there were extensive land holdings by the Spanish-speaking citizens and the subsequent "free for all" of the Gold Rush with its massive infusion of non-Spanish speakers (Kloss, 1977).

In recent times, the first piece of bilingual legislation in California was the *Bilingual Education Act of 1972* (AB 2284). This Act provided funds for school districts, on an optional basis, for bilingual education projects. The only action mandated by this legislation was that each district undertake a census of students of non-English and limited-English speaking abilities. Another piece of legislation was the *State Bilingual Teacher Training Program* in 1974, which provided stipends to bilingual teaching aides who were pursuing their bilingual teaching credentials. In 1976, the California legislature passed the *Bilingual Education Act of 1976* (AB 1329). In 1980, AB 507 was passed and it was this law that was allowed to sunset in 1987 (Nava, 1976; August & Garcia, 1988).

Despite the inevitable shortcomings of state and federal legislation and court rulings, it is apparent that the years 1969 - 1979 were ones in which bilingual education enjoyed unprecedented growth with governmental and judicial support.

Subtractive vs Additive Bilingual Education

From a world-wide perspective, bilingual education is usually associated with additive programs (Heath, 1985). However, in the United States, bilingual education has historically been implemented using a subtractive or transitional model (Cordasco, 1983). Subtractive bilingual education has the educational goal of substituting the second language for the primary language. It specifically does not want to maintain the primary language.

There is an exception, bilingualism for the language majority student, but this form of education serves a very small portion of the population. The United States has never had an explicit official language policy. The dominance of English arises from the fact that English-speaking people have controlled the political, economic and cultural spheres of American life. Despite the absence of Afro-Americans and Native Americans, the following table demonstrates the numerical advantage of English-speaking section of the population in 1790.

Table #4

Composition of U.S. Population in 1790

Country of Origin	Percent of White Population
Great Britain& Northern Ireland	77.0%
Germany	7.4%
Irish Free State	4.4%
Netherlands	3.3%
France	1.9%
Canada	1.6%
Belgium	1.5%
Switzerland	0.9%
Spain	0.8%
Mexico	0.7%
Sweden	0.5%

(Lewis, 1980: 133)

This dominance of English-speaking people is tempered by the fact that in 1790, the population of the United States was just under four million. The subsequent massive waves of immigrants who did not speak English presented an unique situation to the national leaders. Unfortunately they perceived the situation as dangerous. Bilingualism has always been viewed from a political perspective by our national leaders. They feared that if there was a national language policy that promoted bilingualism, then proponents of bilingualism would advocate the acceptance of languages other than English in all arenas of American life (Heath, 1985). The controversy over bilingual education, past and present, centers on whether this is in the nation's best interest. The unasked question is, "What is the nation's best interest and what is the nation?"

Language Maintenance Model of Bilingual Education

At the same time that the Garfield Project was being designed, there were other innovative bilingual education programs. One of the most innovative bilingual education programs was one developed by Vásquez (1969). The Garfield Project and Vásquez's model reflected Chicano perspectives on how best to promote bilingualism and Chicano culture. It is doubtful that Vásquez's model had any influence upon the Garfield Project. However the innovative nature of his model, its contemporary nature with regard to the Garfield Project allows it to serve as a point of reference.

Vásquez, who is currently involved in higher education in California, grew up and taught for eight years in Edinburg, Texas, a small town near the Rio Grande. The principal population served by the model developed by Vásquez was migrant students. Despite the fact that the vast majority of students in RCSD are not migrant, there is a lot of similarity between these two Hispanic populations. The Mexicans who live in Redwood City are

from rural areas of Mexico, principally from the state of Michoacán. The Mexicans of Redwood City usually work as gardeners, office and home cleaners, restaurant help and construction laborers. The Hispanic youth of Redwood City and of rural Texas face similar difficulties in their academic career: overcrowded living situations, the necessity of assuming major responsibilities in the home, earning money, and parents who are often illiterate, Spanish monolingual and/or over-worked.

With these conditions, Dr. Vásquez developed a language maintenance bilingual education model. Several aspects of this model deserve special mention. One is the division of the school day into three sessions: morning, afternoon and evening. This was and is especially important for students in grades 4 - 12. Child care responsibilities, acting as a translator for parents and earning money often require that the student miss school or have insufficient time for studying. A flexible schedule increases the chances of maintaining or improving school attendance and thereby reducing student drop-out. Another aspect of Dr. Vásquez's model was that students had the right to choose the medium of instruction they received: Spanish, English or both. This reduced the students' alienation to or rejection of English instruction. The third aspect of this specific model of bilingual education was the individualized approach to student promotion and placement. Students were initially placed and later promoted according to their level of progress. Students could advance several grade levels in a given school year. Recently a similar program from Stanford University, Accelerated Learning/Schools, was instituted at the Hoover Elementary school in the RCSD. The rationale for this concept was that students would be less frustrated and bored when they progressed at their own rate through the curriculum. All three aspects have one common thread, the empowerment of the student. By empowering the student, the school becomes less of an alien institution (Vásquez, 1969).

Efficacy of Bilingual Education

Literature concerning the efficacy of bilingual education is sharply divided and limited in both a qualitative and quantitative sense. Perhaps the best research demonstrating this dilemma is a review by Anne Willig (1985). A significant result of this review, which was a rebuttal to the Baker and deKanter review, was the documentation of the flawed quality of much of the research on bilingual education. The number of studies on bilingual education that were rejected for flawed methods of research by various reviewers is startling. A review by Troike (1978) found only 7 out of 150 studies acceptable. Another review by Dulay and Burt (1978) found only 12 out of 180 to be acceptable. The Baker and DeKanter review (1981) accepted only 28 out of 300 studies (Willig, 1985). Some of the reasons given for rejecting these studies were: not having a control group, dissimilar students in the experimental and control groups, incompetent bilingual teachers, inconsistent bilingual instruction and premature exiting of students from bilingual programs. It should be noted that these reviews reflected different philosophical positions on bilingual education.

The Baker and deKanter review was well publicized and controversial because it found transitional bilingual education to be so ineffective that there was no justification for its implementation. According to Baker and deKanter, transitional bilingual education was less effective than immersion and no more effective than submersion. The coincidence that this review was published and highly publicized during the first year of Ronald Reagan's presidency is hard to overlook. Thus the objective of the Willig review was to refute these findings. Using meta-analysis, Willig re-examined 23 of the 28 studies reviewed by Baker and deKanter. One of these studies was the Garfield Project. Willig's findings refuted those of Baker and deKanter. Willig found transitional bilingual programs to be more

effective than submersion. The issue of whether transitional bilingual education is superior to maintenance and/or immersion models was not addressed by Willig's review (Willig, 1985).

The review by Willig was important because the previously mentioned studies by Troike, Dulay and Burt, and Engle were non-committal. A recent United States Department of Education study of bilingual education (Ramírez, 1991) found bilingual education, in particular primary language instruction in the content areas, to be an effective form of instruction. The key to this effectiveness was in not prematurely transitioning students to English-only instruction. According to this study, the key factor for achieving this late exiting of LEP students was having teachers who were competent in Spanish. Thus the recruitment of certificated bilingual teachers and having a consistent bilingual program through all the grades is of critical importance.

There are several other studies that deserve mention. The study by Buriel & Cardoza (1988) found that Spanish language had no effect upon the achievement and aspirations of first generation students. However the relationship between Spanish language and achievement was found to be strongest among third-generation Hispanic students. Curiously, this relationship was both positive and negative. Positive for those students who had higher levels of Spanish literacy and negative for those students whose mother tongue was Spanish. The authors explained the lack of relationship between Spanish language and achievement in first generation students with the cultural integration hypothesis. This hypothesis, developed by Buriel, argues that Mexican immigration is self-selective in nature and is motivated by a desire for change and upward mobility. Achievement oriented values are an integral part of immigrant Mexican-American culture. This hypothesis is supported by the fact that Mexican immigrants have completed more years of schooling than the national

average of Mexico (Portes, 1979). These achievement values enabled the first-generation student to overcome the effect of being a native Spanish speaker in the United States.

The other concept addressed by this study is the ghettoization hypothesis of Nielsen & Fernández (Buriel & Cardoza, 1988). The authors used this hypothesis to explain the negative relationship between Spanish mother tongue and academic achievement of third-generation students. Families of third-generation students, whose mother tongue has remained Spanish, could be described as lacking in socio-economic mobility. They have remained members of the *barrio* which is characterized by its low economic status, low level of education and Spanish language dominance. Conversely, the positive relationship between Spanish literacy and academic achievement among third-generation students demonstrates the advantage of bilingualism. The results of this study indicate that the maintenance and development of Spanish literacy is an important component for the success of the Mexican-American student.

As mentioned before, public education has long had the goal of assimilation, the substitution of the immigrant culture with the American culture. This is manifested in the dominance of the transitional model of bilingual education. It is obvious that bilingual education is a polemic issue and that the opposition to bilingual education has often been xenophobic in nature. Separatist movements, such as those in Quebec, Canada and Catalonia, Spain have helped give cause to these fears. However bilingualism should not be confused with political movements for national independence or regional autonomy. One might also respond that although they are perceived as such by the language majority, these national movements are neither negative nor threatening. Rather they are manifestations of self-expression and a basic human right: the right to communicate in the language of one's choice. One of the frustrating ironies of bilingual education is that the instability of bilingual

education programs and the premature exiting of students due to the transitional nature of most programs has hindered research that would demonstrate the validity of bilingual education.

Description of the Garfield Project

Redwood City is located in the mid-peninsula of San Francisco. A 1965 Special Population Census showed Redwood City's population was 53,858. The census gathered economic and social information on 25,240 of the 25,714 households. Only four percent of the households had Spanish surnames. These Hispanic households were concentrated in the Fair Oaks and Middlefield neighborhoods where they respectively comprised ten percent and fourteen percent of the households. The census also revealed that thirty-seven percent of the families in the Fair Oaks neighborhood and thirty-one percent in the Middlefield neighborhood had lived there for less than one year (Cohen, 1975).

Between 1964 and 1970, the number of Spanish surnamed students increased from 532 to 1,308 or from 5.1% to 12.7% of the RCSD school population. In 1970, Garfield school, which served the Fair Oaks area, had 275 Spanish surnamed students which constituted thirty-three percent of the total student population. Hoover school, which served the Middlefield area, had 390 Spanish surnamed students representing 49.6% of the student population. The Garfield site was chosen as the site for the project because it had the largest number of Spanish-speaking students (Cohen, 1975). It should be noted that in recent years the Hispanic populations of both schools has grown to over ninety percent and over half of the student population of the entire RCSD has Spanish surnames.

The Garfield Project was a two-way bilingual education program that served Mexican and Anglo students. These students were instructed in the content areas using both Spanish and English as mediums of instruction. Both simultaneous and alternate day approaches were utilized. In September 1969, the Garfield Project was federally funded for five years under the ESEA Title VII Act. The project began with one pilot first-grade class of twenty Mexican and ten Anglo students. The instructional staff consisted of two teachers and two teacher aides. All four staff persons were Hispanic. The project was housed in two of the five classrooms that were rented from a nearby Catholic church, St. Anthony's (Cohen, 1975).

The following year, two follow-up groups were formed, kindergarten and first-grade. All three classes were composed of twenty Mexican and ten Anglo students. The instructional staff now consisted of four bilingual teachers and three bilingual aides, of whom one teacher and one aide had taught the previous year. The facilities continued to be the classrooms at St. Anthony's (Cohen, 1975).

The third year, 1971-1972, saw more stability with regard to staffing. The kindergarten, first and second-grade teachers remained as did the aides for the first and second-grades. During these first three years of the project, only one teacher had previously taught in the RCSD. In the third year, the project was transferred to the main school site. In the fourth and fifth year, the project expanded by one grade level so that the original students continued their progress in the program (Cohen, 1975).

The administrative personnel of the project followed a similar path of development. During the first year of the project, 1969-1970, the director of the project was also in charge of all of the RCSD's federally-funded projects. The coordinator of the project was also the

master teacher who team-taught in the project. The evaluator and curriculum specialists were doctoral students at Stanford University, and were hired on a ten percent basis. For the second year, the director and evaluator remained while a new coordinator was hired from New Mexico. The third year also saw administrative changes. The RCSD assigned a new Director of Federal Projects who had very little contact with the Garfield Project. A new principal was assigned to Garfield School. The coordinator and evaluator remained the same and one of the teachers became the resource teacher during the third year of the project (Cohen, 1975).

Very little written information is available concerning the fourth and fifth years of the project. Federal funding for the project terminated at the conclusion of the fifth year. During these five years of federal support, the bilingual education project had grown from one first-grade class to a kindergarten through fifth-grade bilingual program at Garfield School as well as a kindergarten and first-grade class at Selby Lane School. With federal funding soon to expire, Superintendent Wilson set forth several alternatives in May, 1974 concerning future funding for the bilingual education program: termination of program, reduced funding or status quo. Expansion was not considered despite the success of the project and the continued growth of the Hispanic student population. On June 12, 1974, the RCSD School Board discussed these alternatives and was presented with a petition signed by over 400 persons in support of the Garfield Project. At the following Board meeting on June 26, 1974, the School Board adopted the reduced funding alternative (see Appendixes G, H, J and K).

Chapter Three

Introduction

This thesis examines the historical development of bilingual education in the RCSD from its inception in 1969 to 1979, when the first full-time bilingual director was hired. The bilingual education program at the RCSD was documented by Andrew Cohen in his doctoral thesis at Stanford University which was later published as a book, A Sociolinguistic Approach to Bilingual Education. Cohen studied the effectiveness of bilingual education during the first three years of the Garfield Project. This research was causal-comparative. The students attending the Garfield Project were the experimental group and the control group was located at Hoover School. The political and social context of the project's first years was not examined. Thus while bilingual education in the RCSD has had a relatively high profile, the history of this program has remained undocumented since 1972. The Bilingual Education Task Force, which was formed by the RCSD School Board, has found that bilingual education in the District fails to meet the needs of language minority students. The auspicious beginning and the current state of affairs stand out in sharp contrast. This thesis provides the documentation for the first decade of bilingual education in the RCSD and examines the causes for the failure to develop a quality bilingual education program.

Research Method

The research conducted in this thesis is historical in character. The principal source of information was ten taped interviews with persons who were involved with bilingual education in the RCSD during the years in question. These informants were involved in many different roles: activists from the Hispanic community, administrators from the local and county levels, a school board member and teachers. At the time of these interviews, some of the informants were still involved with the RCSD. The diversity of informants provides sufficient contrast to obtain an accurate picture of what actually transpired during the years in question.

The second method of research was examination of historical documents. These documents were both primary and secondary. There was little documentation beyond cursory board minutes, a few newspaper articles and Andrew Cohen's book. Relevant articles and board minutes are included in the appendix.

Population

The following is a list of the informants interviewed and their relationship to the RCSD during the years 1969 - 1979.

1. A Hispanic community activist who worked for RCSD as a custodian.
2. A Hispanic community activist who was also a school board member and later served on the Redwood City City Council.

3. A Hispanic community activist who was and is a professor at a local community college.
4. The Director of Personnel in 1969 who later became the Superintendent of the RCSD in 1976. He retired from the RCSD in 1989.
5. A bilingual teacher hired for the Garfield Project. She is currently a bilingual resource teacher in the RCSD.
6. One of the two Hispanic teachers employed in the RCSD prior to 1969. He subsequently became a principal and administrator in the RCSD. He is retired.
7. The Hispanic director of the bilingual education department in the San Mateo County Office of Education (SMCOE). He is retired
8. The other Hispanic teacher in the RCSD prior to 1969. He subsequently left the RCSD in 1974 to become an administrator in San Jose Unified School District.
9. A Hispanic woman who was and still is a community activist in the North Fair Oaks area. She worked with the *4-H* program in elementary schools in the North Fair Oaks area.
10. A bilingual educator who was hired in 1979 by the RCSD as its first Director of Bilingual Education. From 1976 to 1979, she worked for the SMCOE. Prior to 1976 she was a bilingual teacher in Southern California. In 1987 she resigned from the RCSD. She is currently a consultant and writer in the field of ESL.

Research Questions

1. Why and how was the Garfield Project developed?
2. What was the status of bilingual education in the RCSD up to 1974?
3. What was the status and purpose of the Spanish as a Foreign Language program?
Why was it eliminated?
4. What measures were taken to reduce the segregation of Hispanic students in the RCSD?
5. What measures were taken to recruit and retain bilingual staff and provide inservice in order to meet the needs of an expanding Hispanic student population?
6. After federal funding for the Garfield project expired in 1974, what was the status of bilingual education in the RCSD until 1979?
7. What was the legacy left by the Garfield Project ?

Data Collection

Interviews were recorded on audio tape. The location of interviews varied: home, office, classroom and restaurant. The interviews took place between October, 1991 and March, 1992.

Data Analysis

Since the data are qualitative in nature, no statistical analysis was conducted. Each interview was summarized with important quotes transcribed. These transcriptions can be found in Appendix C. A summary of the findings is included in chapter four.

Chapter Four

Summary of Findings

Why and how was the Garfield Project developed?

The informants unanimously agreed that the Garfield Project was developed to fill the needs created by the steady growth of the Hispanic community. This growth, which started in the 1960s and continued through the 1970s, was primarily a result of immigration from rural Mexico. Thus there was a growing LEP population that was in need of primary language instruction as well as ESL. This steady increase of Hispanic students continued to escalate during the 1980s.

The political character of this need for bilingual education was revealed in that the Hispanic community had to become sufficiently organized and mobilized in order to spur the Redwood City School District (RCSD) and the Sequoia Union High School District (SUHSD) into positive action. It was at the high school level that the Hispanic community initially became concerned over the quality of education its children were receiving. The children of several informants were attending Sequoia High School and these informants were upset over the instruction and counseling their children were receiving. They felt that their children were not being encouraged to follow a college preparatory curriculum and in some cases were actually discouraged from pursuing a college education. Some of these parents were members of the *Mexican American Unity Council* (MAUC). MAUC was the principal community organization involved in the promotion of bilingual education.

The Hispanic community was not involved in the design and implementation of the Garfield Project. Although its involvement in the project was limited to that of a consumer, the Hispanic community was very supportive of bilingual education. Some Hispanic staff members, including informant eight, were involved in the design and implementation of the project. As mentioned, the principal organization was *MAUC* and to a lesser degree *La Asociación Hidalgo*. *MAUC* was based throughout San Mateo County. Although voting members had to be college graduates, there were non-college graduates active in this group. As indicated by its name, *MAUC* was a predominantly Mexican American group. Conversely, *La Asociación Hidalgo* was representative of the immigrant, Spanish-speaking population of Redwood City. The four community activists interviewed for this thesis included three Mexican Americans and one Mexican. All four were middle class. This group was representative of the leadership of *MAUC* and *La Asociación*.

There was some public opposition to the Garfield Project. Several informants commented that the Garfield Project was designed as a two-way program in order to attract support from the Anglo population. This Anglo support came from wealthier parents who valued bilingualism. Since participation in the project was voluntary, the support of these parents was an important element for its success. It is important to remember that the Hispanic population at Garfield during this period was less than twenty-five percent. Thus the Hispanic population was not yet viewed as an overwhelming influence by the Anglo population. The Garfield school population also included areas of affluent Atherton, which is no longer part of Garfield nor of the RCSD. Another factor in support of the project was that it was federally funded. This eliminated any possible objection that funds were being diverted from other programs to bilingual education. While some teachers, parents and taxpayers were opposed to the project, they represented a minority view.

What was the status of bilingual education in the RCSD up to 1976?

Although there were a few bilingual teachers who used Spanish as a medium of instruction, there were no other bilingual programs in the District besides the Garfield Project. As the Hispanic LEP population grew, some bilingual teachers and bilingual teacher aides were hired. However no other bilingual education programs were instituted to meet the additional growth of LEP students. The issue of bilingual teacher aides was a point of concern for informants three and nine. Their concern was that the District had implemented a policy to hire bilingual teacher aides instead of bilingual teachers. Since these bilingual teacher aides had less education, training and skills than a bilingual teacher, these informants felt that the LEP students had received sub-standard instruction. Informant ten acknowledged that a significant number of bilingual teacher aides were hired and that this was an element of a District policy. To underscore this lack of bilingual certificated teachers, it should be noted that by 1979, only three certificated bilingual teachers remained in the District.

There was no relationship between the Garfield Project and La Escuela Cuauhtemoc. La Escuela Cuauhtemoc was a bilingual pre-school that was formed at the same time as the Garfield Project. It also served the same community, North Fair Oaks, and had both Anglo and Hispanic children. However there was no relationship, formal or informal, between these two programs.

What was the status and purpose of the Spanish as a Foreign Language program? Why was it eliminated?

The Spanish Foreign Language Program (SFLP) was instituted in the 1963-1964 school year. It was mandated by California state law. When this law expired, the program was terminated by the District after the 1968-1969 school year. The program served all sixth graders in the RCSD. Each class was visited once a week by a Spanish teacher. Informants six and eight were the two Spanish teachers for the SFLP. At that time, a foreign language was a requisite for graduation from the eighth grade and there was a Spanish foreign language program at both junior high schools. According to these and other informants, the program was well received and there was no open opposition to it. The informants believed that the decision to discontinue the SFLP was due to economics. Informant eight also felt that this was a sign of the lack of commitment to the instruction of Spanish by the RCSD. The instruction of Spanish and French was terminated at the junior high level in the mid 1970's when the California law mandating foreign language instruction expired.

What measures were taken to reduce the segregation of Hispanic students in the RCSD?

The ethnic imbalance in the RCSD was and still is due to the demographic distribution of Redwood City. The east side of Redwood City has always been a lower-income or working-class area. Conversely the west side is predominantly middle to upper middle-class. Separating these two areas is El Camino Real and the Southern Pacific railroad tracks. The elementary schools reflected this socio-economic division. In the

Master Plan of 1976 (see Appendix M), the RCSD stated that the ethnic imbalance in the RCSD's schools had been reduced from seventy-one to sixty percent. The Master Plan of 1976 also indicated an intention to continue this pattern of desegregation. The interviews revealed how this reduction in the ethnic imbalance was achieved. The first step of this desegregation plan was the transfer of the largely Hispanic area between the Southern Pacific railroad tracks and El Camino Real from Garfield Elementary School to Selby Lane Elementary School. The second step was the closure of four schools along the El Camino Real corridor and the subsequent redrawing of school boundaries. The four affected schools were Edison, Lincoln, Monroe and Washington. Finally, Hoover School, which served the Middlefield community, was converted from a K-8 to a K-6 school. The seventh and eighth graders who previously attended Hoover were sent to Kennedy and McKinley Junior High Schools. Students from both Kennedy and McKinley schools come equally from both the west and east sides of Redwood City.

While the short term effectiveness of these measures to reduce segregation was limited; from a long term perspective, their effectiveness was completely overshadowed by the massive increase of Hispanic students. This tremendous increase in Hispanic students created an even greater ethnic imbalance and negated the measures to reduce the existing imbalance identified in 1976. By 1979, Fair Oaks, Garfield and Hoover Elementary Schools were over ninety percent minority which demonstrates the ineffective impact of these measures.

Concerning these measures, the research revealed several areas of concern. One such area was the acceptance of Hispanic students by their new schools. Another area was the preparedness of these schools for these new students. The Hispanic community opposed the boundary change between Garfield and Selby Lane Elementary Schools. This

opposition was based on the lack of a bilingual education program at Selby Lane School.

As a result of this concern, the District expanded the Garfield Project to Selby Lane.

Informant five mentioned how teachers at Clifford Elementary, a west side school which served a middle to upper middle-class area, would differentiate between students from this area and those who were transferred to Clifford School from Edison. Edison Elementary School served a working class neighborhood with a small Hispanic population. Similar concerns were voiced by informant ten with regard to the students who were transferred from Hoover School to Kennedy and McKinley Schools.

The most curious aspect of this whole process was that neither the Hispanic community, the school board nor the district's administration questioned the closure of the four schools along the El Camino Real corridor. These closures in effect increased the physical separation between the East and West side communities and their respective schools. None of the informants had previously seen this as a problem or even as an important result or consequence of these closures. The cause for such an oversight was that these closures were viewed by the informants from an economic perspective: the necessity of closing schools due to reduced enrollment and fiscal problems. However the question remains as to why these particular schools were closed. Certainly the politically strong and affluent West side communities would have been opposed to any proposed closures of their neighborhood schools. Parents at the East side schools were concerned over the distance and safety of their children traveling to Kennedy, McKinley and Selby Lane Schools. This commute involved crossing the railroad tracks and the busy thoroughfares of El Camino Real and Woodside Road. The wisdom of these school closures was questioned by several informants given the current lack of classroom space in the RCSD. The importance of the school closures is also magnified by the fact that currently the RCSD is seriously considering developing several *magnet* schools. The

difficulty of forming magnet schools, which would attract students from both geographic areas, is increased by the closures of these schools along the middle ground of Redwood City.

What measures were taken to recruit bilingual staff and provide inservice in order to meet the needs of an expanding Hispanic student population?

There was some dispute among the informants over the resolve of the RCSD to hire bilingual teachers and the promotion of bilingual and or Hispanic staff. Informants four and six cited unfavorable conditions as the cause for this problem. These conditions were: a decline in the total student population, an increase in the Hispanic student population, fiscal constraints for the RCSD and a lack of qualified bilingual teachers. Issues of teacher seniority, the relative high cost of living in the Redwood City area and a relatively low salary made it difficult to recruit bilingual educators in an increasingly competitive market.

What was done? According to the informants, the RCSD did attempt to recruit bilingual teachers from Migrant Education programs in the Central Valley as well as from local colleges, such as the College of Notre Dame which at that time had a bilingual teacher training program. Could more have been done? According to the other informants, the answer is yes. Greater efforts could have been made for recruitment, retention and promotion of bilingual staff. The District could and should have challenged the issues of seniority and teacher reassignment in order to open more positions for bilingual staff and provide a consistent bilingual program throughout all grade levels.

It is clear from the informants that the principal source of opposition to bilingual education came from the teachers and administrators of the RCSD and not from the public at large. Central to this opposition was the tenure of Superintendent Ralph Wilson. Superintendent Wilson emerged from the interviews as an adversary of bilingual education. All of the informants were unanimous in their disapproval of his approach and actions with regard to bilingual education. From the interviews, it was apparent that Superintendent Wilson knew little about the theories concerning bilingual education. His primary area of concern was individualized remediation using new forms of technology. The Rapid Learning Centers were his pet project and thus were the principal focus of his attention. Beyond his lack of concern or interest in bilingual education, what was surprising was the degree of animosity felt toward him by many of the informants.

While bilingual education improved significantly under the tenures of Superintendent Kenneth Hill and Bilingual Director Connie Williams, the fact remains that bilingual education in the RCSD never came close to meeting the needs of the Hispanic student population. The following are examples of a lack of commitment to the creation of a quality bilingual education program:

- The failure to hire, retain and promote Hispanic educators;
- Teachers being allowed to remain on bilingual waivers for an indefinite period;
- District administration's reluctance to reassign teachers in order to achieve a more continuous, consistent bilingual program;

Prior to 1979, teacher and general staff inservices on bilingual education, Spanish language and Hispanic culture training sessions were infrequent. According to informants, these workshops were presented almost exclusively by the San Mateo County Office of Education. The Garfield Project did offer some internal inservice but the District did not

offer any such services prior to 1979. With the hiring of a Director of Bilingual Education in 1979, the RCSD began to offer training in different aspects of bilingual education.

After federal funding for the Garfield project expired, what was the bilingual education program in the RCSD?

Informants were unanimous in that the bilingual education program was allowed to decline after federal funding expired for the Garfield Project. The decline in bilingual education continued until 1979 when informant ten was hired as the Director of Bilingual Education. In 1979, there were only three bilingual certificated teachers in the entire school district.

The decision not to expand nor to maintain bilingual education at its previous level was made at a Board meeting on June 12, 1974. Informants one, four, five and six had general recollections about this meeting. All four informants characterized the meeting as tense, hostile and belligerent. According to Board minutes, a petition with 400 signatures in support of bilingual education was presented to the Board. There were copies of the petition in the Board minutes (see Appendix K), but none of the informants remembered anything concerning the development, collection of signatures and presentation of this petition. At this Board meeting, Anglo students who had participated in the Garfield Project, read in Spanish. Hispanic parents and community activists spoke in support of the bilingual program. However informants one, two, three and nine, who were community activists, felt that this decision of the Board to not continue and expand bilingual education in the district despite the strong community support, did not adversely affect the community movement. Informant four felt that the decline of the Hispanic community's involvement in

the RCSD was due more to the rapid and large increase of Hispanic immigrants. The validity of this opinion is evident in that all of the Hispanic leaders or activists interviewed were long-term residents of Redwood City and all but one were Mexican Americans. This is not characteristic of the Hispanic community in Redwood City, which is primarily immigrant in nature.

What was the legacy of the Garfield Project ?

There were two levels of impact of the Garfield Project: local and outside the RCSD. Informants were unanimous that the impact was greater outside of the District. The publication of Andrew Cohen's book and articles concerning his research on the Garfield Project gave the RCSD national recognition. Informant ten, who was hired in 1979, commented on how she would receive positive comments concerning the Project from colleagues at meetings in Washington D. C.. Unfortunately this positive perception was not shared within the RCSD. The informants were unanimous in their positive feelings toward the Garfield Project. To the informants, the project was proof that bilingual education was effective. The informants agreed that there was no long term benefit produced by this project with regard to the development of bilingual education in the RCSD. In effect, the District had to start over in 1979.

Chapter Five

Conclusion

This thesis reached two conclusions. First, active support of the superintendent and school site administrators was critical to the successful implementation of bilingual education. The RSCD provided both positive and negative examples of this need for administrative support. In 1969, Superintendent Grimes and the school site administrator at Garfield School supported the Garfield Project. This support was reflected by policies in which bilingual educators were given the latitude and power to design and implement a two-way immersion program. This Project made a national impact as a result of the publication of Andrew Cohen's research on the Garfield Project.

Subsequent personnel changes in 1970 with regard to the superintendent and school site administrator resulted in the lack of support for bilingual education both at the school site and district wide. Under Superintendent Wilson and Mr. Cochrane, the new principal of Garfield School, there was a disregard and even a hostility towards bilingual education. Bilingual education was given a low priority. This was critical given the conditions under which the RCSD operated. These conditions were declining enrollment, higher percentage of linguistic minority students, financial restrictions and a tenured faculty resistant to change. These factors resulted in inaction and delay with regard to the development and implementation of bilingual education. Assuming the financial responsibility for the Garfield Project, the segregation of the language minority students, teacher reassignment

and the recruitment and promotion of bilingual educators are all areas in which the district failed to meet its obligations to the Hispanic community.

The subsequent change in superintendents in 1976 and the hiring of a Director of Bilingual Education in 1979 reflected a positive change and a subsequent growth in the bilingual education program. Measures were taken to hire bilingual educators and a Golden Handshake policy was instituted to encourage the retirement of older, English monolingual teachers. Even during these years of expansion, the administration of the RCSD was not fully committed to bilingual education. This lack of commitment was most evident and damaging in the failure to stand up to the tenured teachers. English monolingual teachers were never reassigned to create bilingual teaching positions which were needed to form a more cohesive bilingual program for the LEP student. The waiver system and the resultant emphasis on hiring bilingual aides was also a concession to the tenured teachers. This concession to the tenured teachers was insidious because the five-year limit on a waiver was not enforced. Despite the problems the District had recruiting and retaining bilingual staff, the District has used the opposition of the Redwood City Teachers Association (RCTA) as an excuse to not offer a stipend for bilingual certificated teachers. The failure of the RCSD to provide adequate bilingual services to its growing LEP population was a direct result of this lack of commitment by district administration.

The second conclusion is that the continual involvement and active participation of the Hispanic community was crucial to the success of bilingual education. The experiences surrounding the Garfield Project provided both positive and negative examples of community involvement. The initial participation of the Hispanic community was very positive and effective. The fact that it was not an integral part of the actual development and implementation of the bilingual education program placed the community at a

disadvantage. Informant nine commented how they were always invited to participate at the last moment by the District. The response of the community to the proposed termination of bilingual education in 1974 was strong and effective. After the climatic board meeting of June 12, 1974, the community was once again not involved with the bilingual education program and the program fell further behind in meeting the needs of language minority students.

Ideally, the District should have made the development of bilingual education the number one priority. The reality was not so. Thus the Hispanic community had a crucial role to play as the advocate for its children's education. When the community was involved, there was a positive impact on the District and its bilingual education program. Whenever the community relaxed or diverted its attention from bilingual education the program floundered. Education is an active partnership between the administration, teachers and the community. The history of bilingual education in the RCSD reflects a partnership that was rarely collaborative.

Finally, informants one, two and three raised the concern that the District received additional money for LEP students and was reluctant to reclassify students. For the 1991-1992 school year, the RCSD created eleven bilingual resource teacher positions. The District stated that a basic reason for these positions was the lack of information and data concerning the progress of LEP students. Without such data, students could not be reclassified as FEP. Whether this failure to adequately monitor the progress of LEP students was motivated by the possible access to special funds has not been confirmed. What was clear is that this perception exists among the Hispanic community leaders. This issue is also related to the current emphasis on raising test scores and developing new methods of assessment. The issue of low test scores by the Hispanic student population

was of primary importance to the community leaders interviewed. The core issue and rationale for bilingual education is to provide an equitable and high quality education to the language minority students. This need has not been met in a consistent manner by the RCSD.

This study raised new questions concerning bilingual education in the RCSD. Segregation and why its existence had not been of greater concern for both the District and the Hispanic community. Presently the RCSD plans to form magnet schools by the 1994-95 school year. Supposedly the reduction of segregation or the avoidance of a desegregation lawsuit is a motivating factor for this new policy. The on-going role of the RCTA with regard to bilingual education is a topic that merits further investigation. Research and documentation of the development of bilingual education in the RCSD after 1979 remains to be done. The recruitment and promotion of bilingual educators, the specific impact of district leadership of bilingual education, the accountability or lack thereof concerning the academic progress of LEP students are topics that could be addressed by further research.

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Appendices

Appendix A - Informant Information.

1. A Hispanic community activist who worked for RCSD as a custodian.
2. A Hispanic community activist who was also a School Board member and later served on the City Council of Redwood City.
3. A Hispanic community activist who was and is a professor at a local community college.
4. The Director of Personnel in 1969 and later became the Superintendent of the RCSD in 1976.
5. A bilingual teacher hired for the Garfield Project. She is currently a bilingual resource teacher in the RCSD.
6. One of the two Hispanic teachers in the RCSD prior to 1969. He became a principal and administrator in the RCSD. He is retired.
7. A Hispanic administrator in the bilingual department of the San Mateo County Office of Education (SMCOE). This administrator has held the same position for more than twenty years.
8. Hispanic teacher in the RCSD prior to 1969. This teacher subsequently left the RCSD in 1974 to become an administrator in San Jose Unified School District.
9. A Hispanic woman who was and still is a community activist in the North Fair Oaks area. She worked with the 4-H program in elementary schools in the North Fair Oaks area.
10. The first bilingual education director was hired in 1979 by the RCSD as its first Director of Bilingual Education. From 1976 to 1979, she worked for the SMCOE. Prior to 1976, she was a bilingual teacher in Southern California. In 1987, she resigned from the RCSD. She is currently a professor in the Department of Education at San Jose State University as well as a consultant and writer in the field of ESL.

Appendix B - Survey Questions.

1. Why was the Garfield Project developed in 1969?
 - a) Was there any controversy in the district and/or community concerning the development of such a project?
 - b) If so, describe what transpired?
2. Were there any other projects implemented during the years 1969-1976 which served the Spanish speaking student population? If so, please identify and describe them.
3. What was the relationship between the Garfield Project and the preschool, La Escuela Cuauhtemoc?
4. Describe the Spanish Foreign Language Program in the RCSD and its relationship to the bilingual program.
 - a) During which years did this program exist?
 - b) How extensive was this program?
 - c) How effective was this program?
 - d) Why was the foreign language program terminated?
 - e) Was there opposition to this program from the Board, staff, students and/or parents?
5. How was the Hispanic community and parents involved in the development and implementation of the Garfield project and bilingual education in general?
 - a) What Hispanic organizations and leaders participated?
 - b) What were their positions on bilingual education and what model of bilingual education should be implemented?
 - c) Did the Hispanic community's support for bilingual education increase or decrease during the years 1969 -1976? Why?
6. Describe the inservice program provided to both the bilingual staff as well as the general staff in order to facilitate the implementation of bilingual education:
 - a) Spanish language development of staff.
 - b) Awareness of Hispanic cultures.
 - c) Rationale for bilingual education.
 - d) Methodologies of bilingual instruction.
 - e) How receptive was the staff to the inservice?
7. Describe what transpired with the petition in support of the bilingual program at Garfield Elementary that was drafted and circulated in 1974.
 - a) Why was the petition developed?
 - b) Who developed the petition?
 - c) What was the time period in which the petition was developed and circulated?
 - d) How were the signatures obtained? How many?
 - e) How was the Hispanic community and the RCSD affected by this petition?
8. What do you remember about the June 12, 1974 school board meeting?
 - a) Was the petition in support of the bilingual program at Garfield presented to the school board?

- b) Describe what transpired in this meeting with regards to the issue of funding for bilingual education?
 - c) What were the repercussions of this meeting?
9. The Master Plan of 1976 stated that in 1970, 71% of the RCSD schools were "ethnically imbalanced " and in 1975 this figure had been reduced to 60%.
- a) What were the reasons for this imbalance?
 - b) What was the response of the Hispanic community to this imbalance?
 - c) How was this imbalance reduced?
10. Describe the participation of Anglo parents in the Garfield project. What happened to Anglo participation in bilingual education after 1974?
11. During the years from 1969 to 1976, there was both a drop in the total student population of the RCSD and an increase in the Hispanic student population.
- a) How did these demographic changes affect the recruitment of bilingual staff?
 - b) How did these changes affect the policy of the RCSD with regard to the funding of bilingual education?
12. After federal funding for the Garfield project ended, what happened to the bilingual education program in the RCSD?
13. What was the legacy of the Garfield Project with regard to bilingual education in Redwood City?

Appendix C - Descriptions and Transcriptions of Interviews.

First Informant:

The interview with the first informant was conducted at his home on October 1, 1991. He was a custodian in the RCSD for many years. He owns a house in a middle-class neighborhood west of the Alameda in Redwood City. One of his sons is the Business Manager of KBRG, one of the largest Spanish radio stations in the Bay Area. During the 1980's, this son also served on the RCSD School Board.

Quotes:

Why was the Garfield Project developed?

The reason was because there was a need in the community to get bilingual teachers because there were a lot of kids who were monolingual. They only speak Spanish. There was controversy but not that much. There was controversy in schools like Taft or other schools. They don't want it. At Garfield they want it. Some teachers and a lot of parents, they don't want it. I think at Fair Oaks, Hoover and Garfield was OK. They accept it, bilingual education.

Were there any other bilingual programs besides the Garfield Project?

No. The first one was at Garfield.

Why was the Spanish as a Foreign Language program terminated?

The main office, they don't want to spend the money. Sometimes es prejuicio contra los latinos.

Superintendent Wilson and the Rapid Learning Centers:

Tenemos muchas juntas. Sólo un superintendente (Grimes) ayudaba. Este ayudó bastante para que tuviera éxito. Wilson was always against it. He put another kind of program. They called it the Rapid Learning Center. He tried to knock down the bilingual. They put the Rapid Learning Center in Garfield and Fair Oaks. He put good teachers and they took good teachers from the bilingual program. El quería demostrar que los programas americanos eran mejor que los programas bilingües. The Rapid Learning Center tenía all kinds of máquinas para estudiar, para leer y buenos maestros. Nosotros tenemos una junta con él y le dije que él quería que el programa fracasase. Antes de este tiempo en la Garfield había juntas de 300 padres y familia . . . había mucho entusiasmo y la gente respaldaba. Para mí, fue de mucha intención de Wilson de acabarlo (bilingual program) . . .

Tuvimos varios choques con él. De todos modos buena suerte después salió él.

Community groups that were involved in bilingual education:

There were quite a few. There was MAUC, la Asociacion Hidalgo and Latinos Unidos. There were three groups. We start to fight with Sequoia High School . . . a lot of kids in high school wanted the bilingual program because they don't understand anything . . . Sometimes we boycott the Sequoia District. We started first with the Sequoia. After we see it (success with Sequoia High School) we start with the Hoover and Garfield . . . We start to find out that the Sequoia had recommended to the kids, like to some kids they said, "Why you start washing so you can go and work in the car wash and you can make 5 or 6 dollars" . . . El Señor Vega, su hijo, le recomendaron para que estudiaba tanto cuando podía agarrar la carrera técnica. Él (Señor Vega) se enojó mucho . . . La mayoría intentó, quisieramos siempre un bilingual que continua a la junior high school pero.

June 14, 1974 School Board meeting concerning funding of the Garfield Project:

Yo me recuerdo que una vez había mucha gente en el distrito que quería cancelarlo. Hubo mucha gente en contra. Por fin, decidió la Mesa Directiva no cancela totalmente los fondos del programa bilingüe. No me recuerdo todo los detalles. Muchas discusiones . . . La mayor parte estaba enseñando para el programa bilingüe.

Anglo parent support for bilingual education :

Except at Taft where we confronted with some parents; but at Garfield and Hoover we no see many go to the meeting.

Second Informant

The interview with the second informant was conducted at his home on October 9, 1991. He was elected to the Redwood City School Board and later was appointed to the City Council of Redwood City. He came to Redwood City in 1958 from Brownsville, Texas and ran a grocery store in the Fair Oaks community as well as being an instructor for Pan American Airlines. He is a third-generation Mexican American and was the only brother who did not graduate from college. He was one of the co-founders of Mexican American Unity Council. One of his sons was a member of the RCSD School Board. Another is a traffic engineer with the City of Palo Alto.

Quotes:

The implementation of the Garfield Project

There was an influx of Hispanics moving into the area and at that time the federal government was providing funds for programs in bilingual education . . . The first Director of Bilingual Education (Actually was the Director of the Garfield Project) was Dr. Jacinto Clark. He came from Stanford University . . . The District at that time had no bilingual personnel. Dr. Joseph Grimes, who was the principal at that time, initiated the bilingual program.

The parents have never had a role. Never. That's one of the biggest problems they have.

Was there opposition to the Garfield Project?

Yes, there was some tremendous opposition: mainly from the people around Garfield. But it was saved by the community of Atherton, where Selby Lane is located. They were the ones that could see the benefit of their children being bilingual. They came to the support of the District . . . They (Anglo parents at Garfield) were in opposition to it.

It (Garfield Project) worked very, very good. It was later on. Through out the program, for lack of supervision or evaluation; the program, later on, was diluted to what it was two years ago . . . Because of the economics of the District, they moved to use the bilingual program more as an economic tool rather than stay within the concept of a true bilingual program. I think the bilingual program started to go down hill when they changed principals (at Garfield). Richard Cochran did not support the bilingual program . . . He (Wilson) never supported it . When Wilson took over, we had about four principals that were women and a number of Hispanics on his staff. Ralph Wilson did away with all of them.

I don't see no relationship (between the Rapid Learning Centers and the bilingual program).

Hispanic parental involvement in the schools.

The cost of living here is so high, that in most cases both parents have to work. They have so much to do that they have to rely and accept that whatever the District is doing is the right thing. I think that is one of the biggest mistakes that a parent can do: to rely on the schools to manage the education of your children. That's something that I would never allow and I think that's what threw me in the political arena, my children . . . I think there's more involvement now. Garfield, you have Dr. Rafael Ramírez (the current principal). He had close to a 1,000 people there Friday, on this Harvest Day thing he has there. They go there not because Cochrane is there. It is because Rafael Ramírez can relate to them. Dick Cochrane did

not. That's what we have always been saying, "You have to get somebody who cares about the community even though they might not be fluent."

Recruitment of bilingual teachers

The District has never seriously made an attempt to retain the ones that they do get . We lost Al Moreno and you can just go down the list on how many we have lost .

Why did they leave?

For better position. Al Moreno was given a principalship in another district. There have been positions open. The same thing is happening right now under Dr. Ron Crates (the current Superintendent). He hasn't hired any bilingual people, none at all . . . I saw the list of bilingual teachers, four or five years ago, maybe about one third were bilingual teachers and the others were on waivers. I asked around, "How long has this person been on waiver?". "Oh, she's been on waiver four or five years.". I don't think that was the intent when they classify you on the waiver. And if you are still four or five years on that, I don't think there is much commitment.

Why did the District disperse its bilingual teachers instead of concentrating them to form a consistent bilingual program in a few schools?

That was the administrators' philosophy. They never seriously supported the program. Just what you said, that was a good evaluation of how it really was.

School Closures and why schools along the El Camino corridor were closed.?

I have no idea. I guess, I don't know why they chose that one (Washington) . . . It was poor, poor long range planning (the school closures) . . . One year they close schools and the next they don't have space to put portables.

What was the role of the Anglo parents at Garfield?

I think they were given the option to move to Taft. Taft has always been a white school . . . That was one. The other one was that the Board allowed parents who were more vocal to go to Henry Ford and Roosevelt . . . The big support that we did receive was out of Atherton . . . The middle class Anglo, they do understand the need to be bilingual.

Spanish Foreign Language

My children (4) all graduated from Hoover and they all took Spanish.

Legacy of the Garfield Project

I think that the bilingual program as it was initiated in its inception was good. It was a very good model. It was so successful that Redwood City became known as the district having the desired bilingual program. We were role models in this area. But as time went on it lost that luster, that shine, that was accomplished in the early stages of bilingual education. I think administration never supported it in the manner that they should have supported it. I think they were more interested in the economic part of it.

Third Informant

The interview with the third informant was conducted at La Azteca Restaurant on October 16, 1991. He is originally from the Southwest and received his doctorate from a university in Colorado. He has been the director of the English Institute at Cañada College for many years. Since the 1960s, he has been active in the Mexican American political movement in Redwood City.

Quotes:

Why was the project developed in 1969?

The influx of (Hispanic students) brought numbers that required that somehow we get involved in the bilingual education.

They had to deal with them regardless of their legal status.

There were some (Mexican students prior to 1969) but not as impressive as they were in 1969.

Was there opposition to the Garfield Project and bilingual education?

There was a resistance on the part of the English-speaking community, "Why should we have to educate children who are not here as legal residents, who have just come in?". So there was a resistance on the part of the community.

Why was the project designed as a two way bilingual program?

I think this was one way to please both sides. They had to sell the program and the fact that not only could they benefit the Spanish-speaking, but it could also benefit the English-speaking person to become bilingual. I think this was a way of selling the program.

I think it was a combination (pedagogical and political). Pedagogical, in the sense, that they had to deal with the students because of the numbers. They were here and they had to educate them. And as you well know, there's been law cases where they said, "They had to teach them because they were students, they had to be taught regardless if they are legal residents or not". They were there with a dilemma which was pedagogical and socio-political.

What was the role of the Hispanic community in the development of bilingual education? Was it active?

I'd like to think that there was plenty of pressure put on the School Board. That they had to do something. I think you had a lot of educators (Hispanic) and community leaders putting in input. With Fernando Vega, as a community leader, Amador Bustos, myself as an educator, Tony Gonzáles from the San Mateo Office of Education, some other number of people, Ninta DeMassi and I can go on and on. Both from the educational and community - input - there definitely was.

The most active at that time was the *Mexican American Unity Council (MAUC)* along with the *Hildalgo* organization. At that time (1967), MAUC, of which I was a co-founder. There was no voice in the community towards education. We felt there needed to be somebody who could at least present the point to the Board. At that time, MAUC got some legal counsel. There was a lot of pressure on the Board and Superintendent.

I think it increased (Hispanic community support for bilingual education) but it increased in a definite manner in that after then we got involved in what I call a social-political situation. Where we wanted to get School Board members. Fernando became a member. Then his son became a member. We had this other young lady, whose name I can't think of right now, she was in the City Council. She was on the School Board . . . Because we felt that this was where the decisions were being made. There had been some superintendents who were very cooperative, like Joe Grimes.

Superintendent Wilson:

I think he just did not know what bilingual education was. I think he came unprepared, did not have the knowledge, saw a problem but did not know how to solve the problem. He was antagonistic but he felt the pressure. He

had to move (to support bilingual education) and he was finally persuaded to do so but he was hesitant to move into bilingual education.

The committee was not happy with that (Rapid Learning Centers) because they realized they were not getting to the heart of the problem. It was just something to appease the community.

Recruitment of bilingual teachers:

The whole idea of recruitment has always been at least to my way of thinking has been a big farce. In the sense that they say there is a big need. . . . They do try to give certification or extend the certification to bilingual teachers; which is strictly a band-aid approach. They allow regular teachers to take some courses, send them to Mexico and then be classified as bilingual teachers. This has been going on for the past seven or eight years. In the meantime they do not go recruiting. We have a song in Spanish that says, "Salgo a la calle buscando trabajo sin ganas de hallar." Which translates, "We want to go out looking for a job without really wanting to find one" . . . I'll never forget the case at Sequoia. We went to a Board meeting and they said, " We did go looking for bilingual teachers." And the question was where. They answered, "Well we went to Mississippi and Georgia looking for bilingual teachers." . . . You have to go out West: Texas, Arizona, New Mexico and Colorado to find bilingual teachers.

Did the District do any of that?

No they did not. To my knowledge they did not . . . I saw very little effort put in by the District, not only Redwood City but other districts because I think the problem was, "What are we going to do with the other teachers that we have and they are tenured". So I don't think the effort was there.

Equality of education in RCSD.

I think we finally realized and pointed out the fact that the quality of teachers and not only the quality but student services and support services were very poor. They were not equally distributed, even within the district. The way that the playgrounds were taken care of, the audio-visual material was certainly not fair. Usually it used to be said that Garfield became a dumping ground for teachers who did not fit in with the other schools.

Closure of Washington Elementary School - A mixed ethnic school.

I think it was strictly an economic issue. I was not involved in details. It was a situation faced by many districts, not just Redwood City.

Because of the political situation. They were not about to close one where there was a vocal part of the community . . . When it comes down to it, the Hispanic or ethnic minority is not that vocal. Only a few, but you don't have the mass numbers to come out and protest.

Reclassification of Spanish- speaking students.

They were able to get extra funds, and they still do, for the bilingual. This was how a lot of them were classified in order to get more monies. They play with figures . . . They use it to their convenience. They have always gotten money for the handicapped and disadvantaged on proposal writing. But the big question is what do you do with those funds. There is no group to check to see if they are doing what they are suppose to be doing. I think this is the case in point. That a lot of times they were getting funds and they were not used the way they were supposed to.

Significance of Garfield Project.

The impact was that it was a reality not just in Fair Oaks but throughout the state and country . . . Not just a fad. Something was here to stay . . . It was a beginning.

Fourth Informant

Interview with the fourth informant was conducted on October 30, 1991 at McKinley Middle School in the RCSD. He was hired in September 1970 as the Director of Personnel of the RCSD. The previous three years, he had been working abroad in Liberia. Informant later became the superintendent of the RCSD from 1976 to 1989. The interview went very well except that the VOR was on and subject's voice failed to activate the recording. Therefore there are no direct quotes.

Recruitment of bilingual teachers:

Informant acknowledged that hiring bilingual teachers should have been the top priority of the District. However the RCSD was confronted by unfavorable circumstances: a decrease in the total student population despite an increase in Hispanic students, reduced funding, and a superintendent who was not pro-bilingual education. This resulted in a situation in which the District was able to offer only last minute, temporary contracts to bilingual teachers. Informant stated that many bilingual teachers did not stay in RCSD due to poor job security. Some recruitment was done in Central Valley; none in other parts of United States.

Superintendent Wilson:

Informant characterized Superintendent Wilson as not being pro-bilingual education. Superintendent Wilson was hired in 1970 from southern California. According to informant, the previous superintendent, Mr. Grimes was supportive of bilingual education. Wilson was concerned with the technological aspects of education and the individualized, behaviorist movement in education. This interest existed prior to his involvement in the RCSD. Thus it would appear that the Rapid Learning Centers were a manifestation of this interest. Informant did not feel that these centers were instituted in opposition to expansion of bilingual education. However, Informant recognized that this subordination of bilingual education was a result since these centers took up the attention of district leadership. Given the limited resources, grant applications were written for these centers as opposed to applications for bilingual projects.

Shortcomings of Federal funding:

Informant felt federal funding was too short. Instead of five years, funding should have been for ten years. The rationale for this was that the Garfield project could not reach maturity before its funding expired.

June 14, 1974 Board meeting:

Informant remembered the June 14, 1974 board meeting as being very tense and hostile. However he felt there was no lasting impact on the Hispanic community's involvement with education. This concurs with Mr. Vega's, Mr. Bustos' and Dr. Villarreal's opinions. Informant felt that the decline of the Hispanic community's involvement was due more to the rapid and large increase of Hispanic residents.

Closure of schools along El Camino corridor:

With regard to the closure of Washington, Lincoln, Monroe and Edison Schools, which were all situated near El Camino Real, and the issue of the ethnic imbalance of the RCSD schools, informant stated that school lines were redrawn to reduce this imbalance, short of necessitating busing. However the informant never explained why west or east side schools were not closed instead of these four schools, which were situated in the middle of two diverse communities. Schools impacted by this change were Selby Lane, Clifford, Henry Ford and Hawes. Busing was not a feasible alternative given the fiscal situation.

Fifth informant

Interview was conducted on Wednesday November 6, 1991 in her classroom at Hawes Elementary School. She was hired in 1970, the second year of the Project, to teach a kindergarten class in the Project. During the 1980s, she was the administrator of the Migrant Education Program. Currently, she is a bilingual resource teacher in the RCSD. She is of Anglo descent.

Quotes:

How were you recruited for the Kindergarten position in the Garfield Project?

Well there was an ad in the newspaper and I was teaching in a pre-school program, CDC . . . It was a real interesting interview because it was just with the Director of Personnel . . . He didn't speak Spanish and he was the only person on the interviewing committee . . . He said to me, " Speak Spanish so I can hear your Spanish." It was really weird to speak Spanish to someone who couldn't speak Spanish and didn't understand what you were saying. So I figured, well, he's listening for fluency so I just talked really, really fast. and I got the job.

Why was the Garfield Project housed at St. Anthony's church?

The problem was that Garfield was over 700 students at that time. There wasn't room there. All the classrooms were full . . . I don't know if they ever used those classrooms before. But they decided to house the bilingual program, except for the kindergarten, over there at St. Anthony's. So they were renting three classrooms from St. Anthony's. It wasn't good because it was like we were creating a little school within a school. There was a lot of resentment among the other teachers in the school against the bilingual program. Because first of all we had full-time aides. They did not have any aides. The second thing was that they had it set up so that there were 20 Spanish-speakers and 10 English-speakers and the English-speakers that they put in the first couple years were top kids . . . That took the best students away from the other teachers.

How were the Anglo students chosen for the Project?

It was always voluntary. After the first two years that I was doing the program in the kindergarten, we had a waiting list of Anglo students. At first it was hard to recruit them because the parents thought it wouldn't be good for them. Then they found out from word of mouth that it was a really a very good program for their students also. So we had a waiting list. We have maybe 30 kids on the waiting list to get into the bilingual program and we could only take 10 Anglo students. There were very few Anglo

parents that actually took their kids out. As a matter of fact my own son was in the program. It was fairly consistent participation of the kids . . . At that time there was a good balance between Anglo and Hispanic kids . . . There was active participation of Anglo parents at the school.

Attendance of students in the Garfield Project.

The one thing that he (Andrew Cohen - internal evaluator) came up with that made our program better than a non-bilingual program, like at Hoover (where the control group was located), was the attendance. The kids that were in bilingual programs came to school in a more consistent way.

Were there any other bilingual programs in the RCSD?

No! Garfield was the only one. It was the pilot project . . . Well there were some bilingual teachers but they weren't teaching bilingually. They may have used a little Spanish with some kids to help them out.

Rapid Learning Centers and their relationship to bilingual education

When I first arrived, in 1970, there was a reading teacher, her name was Lucille Andrews and she was the one that started the Rapid Learning Centers (RLC). They tore down walls and made great big huge rooms and decorated them all in red, white and blue. They had them in various schools, Garfield being one of the schools . . . They bused kids in from other schools because every school did not have one. I know Hoover had one. Maybe five schools had a RLC . . . In those days, the 70's, the 'in thing' was individualized instruction . . . The RLC was set up that way. They had all kinds of learning centers. Each kid would be on a different learning unit . . . They were supposed to make a year's growth for every month they were in the program . . . It was true maybe with the English-speaking kids but with the Spanish-speaking kids, since they really didn't read or understand what they were reading. Finally at Garfield, they (teachers) said, "We don't want to have a RLC because it is not meeting the needs of the majority of our children." and so they took it out. But they had it there for 8 or 9 years, I guess.

Was there any debate concerning allocation of resources, financial and human to RLC versus bilingual education?

No . . . As I said, at that time people were all into this individualized instruction and so they thought this was the right way to go . . . It was all a phonics type of program and remediation . . . All kids didn't go to the RLC. Only kids who tested below a certain level would go to the RLC.

The closure of 5 schools along the El Camino corridor.

I don't know what their thinking on that was. I know they were old schools but so was Garfield and McKinley. I know in the case of Edison (currently Redwood High), it was a wonderfully balanced school population but it was such a small school that it wasn't economical to continue it. Well, Washington, first of all was such a piece of valuable land and that may be one of the reasons why they wanted to close it down. It had a noise problem being on Woodside Road. They spent a lot of money on insulation and carpeting and stuff like that trying to cut down on the noise from the outside. Of course now we see that school closures were a mistake because our population is growing so fast that we don't have room for the kids now. They did do some busing, like I said from Edison to the Clifford area. So they did integrate that school (Clifford). But I know, when they first did, the teachers in their registers use to put a C next to the kids who lived in the Clifford area and an E next to the kids who lived in the Edison area. At the time, Hoover was K-8. So they had 3 middle schools. They decided for desegregation reasons to ship the kids from Hoover out to McKinley and Kennedy. They drew up new boundary lines for the middle schools. Unfortunately its always the minority that has to desegregate; but this district has always been very controlled by the Anglo population. The District is afraid of the Anglo exodus.

Boundary change between Garfield and Selby Lane.

At that time they were trying to get some ideas for desegregation and one of the ideas was that Garfield and Selby would pair up. One school would be K, 1, 2 and 3 and the other school would be 4, 5 and 6 . . . The parents at Selby would not do it. They did not want to go to the other side of El Camino where their kids were going to be, I don't know what. They threatened to put them in private schools and so the Board backed down on that. All that happened probably in '72 and '73. So what happened then was that we changed the boundaries between Garfield and Selby and included in the Selby population (the Hispanic community between the Southern Pacific RR tracks and El Camino Real). They bused the kids from that area.

School Board meetings in 1974 concerning the funding of bilingual education.

Before the funding was over, there was this big Board meeting and we bilingual teachers, being rabble rousers, went out and got all of our Hispanic parents to go to the board meeting. In those days it was real neat because they would have bilingual Board meetings. They would have a translator and they do simultaneous translation like they do in the United Nations . . . I remember them having one at Garfield School, that was when they were trying to decide whether they were going to keep the bilingual program. They had students speak. They had English-speaking students read in Spanish to show how they were learning Spanish. The one Board meeting that I particularly remember is the one that was in the District

Office. We had people out in the corridors. We had people outside. There were people carrying banners, "Bilingual Education - Si" . . . I don't remember anything about a petition . . . A lot of people from the community spoke.

Was it a hostile environment?

Yes it was. You have to understand that this was in the 70's, Brown Berets and minorities speaking out for their rights for the first time. It was a whole different atmosphere than it is now. You had people who were really belligerent, rebellious, belligerent, demanding their rights. The Board kind of backed off a little bit. They (the School Board) were definitely not going to want to have anything with the bilingual program because of the money and everything. So they backed down from that and said they would continue to do something with the bilingual . . . After they said that, then it just kind of fizzled. Because there wasn't any support from the principal. There wasn't support from the Superintendent. It was just kind of drifting there for about three years until they hired Connie Casasola Williams. Connie was working in the County Office with Tony Gonzalez at that time. She was a bilingual consultant throughout the whole county. She came on board as the Director of Bilingual Education. They had not really had anybody as a director of bilingual education. They had a Projects Director, Ken Woody, who really didn't know that much about bilingual education and is kind of questionable as to what happened to some of the money that had come.

What was the role of the Anglo parents whose children were attending the Garfield Project?

I remember a lady, whose name was Dora Little, and she had two kids who were in the bilingual program. Her husband was an engineer. She was a parent that was very involved in the school. She went down and talked to the Board during that meeting about the benefits of bilingual education for her kids. I can't remember any other Anglo parents doing that. There may have been one or two others. You have to remember that at this time the Anglo population was thinning out more and more. It got to where we didn't have a PTA at Garfield. It was a big change. When I first came to Garfield, the Hispanic population was like 17%, and now its up in the 90%.

Impact of Garfield Project.

We started it (bilingual education). We were the beginning of the bilingual program in the District. We were a model project. Garfield School was written up in many different journals and books as being an outstanding program. We had visitors from all over the state coming to see our program at Garfield. We had a good program. It was a maintenance program.

Reasons why RCSD's bilingual program declined after 1974.

I was really disappointed when the District kind of let it fizzle out. We have never had anything as good since then in the District. Part of the reason, is that we got so many students . . . The only other program that we had, that has been as successful was the BNC (Bilingual Newcomer Center) program and Project Family Learning; which were also Title VII funded. That's the thing with Title VII funds: they give you seed money to start. the District dragged their heels. From the time they got the first 'seed money', the first year (1969), they should have been making plans of what was going to happen when the money was no longer coming from the Federal government. They didn't. They had their heads in the sand. They didn't make plans for what was going to happen after that. Then when Connie (Bilingual Director) came in, of course she had a real mess on her hands. Growing and growing (Hispanic student population) and no real program. Lots of teachers opposed to it (bilingual education). Its been a fight. Its always a fight. It just seems that we never get beyond that. In those days we didn't have staff development.

Sixth Informant

Interview with the sixth informant was conducted at the City Pub on Broadway in Redwood City on November 8, 1991. The informant was hired as a teacher in 1957 by the RCSD. He is Mexican American and grew up in San Francisco. After his fifth year, he became a Spanish teacher as part of a new district wide program offering Spanish to all sixth graders. Prior to this new program, there was already a foreign language program at all 3 junior high schools. In 1967, he became vice-principal of Garfield Elementary School. From 1969 to 1974, he was the principal of Fair Oaks Elementary School and then was the principal of Garfield Elementary for 9 years. After Garfield, he was the principal of Hoover Elementary School. In 1990, he became the Director of Bilingual Education for the RCSD. Currently, all 3 of these schools have a Hispanic student population of over 90%. He retired after the 1990-91 school year.

Quotes:

The development of the Hispanic Community in Redwood City

Well I don't say that it was established. I think there was definitely a Mexican American community here(1950's). It was very mixed with people who moved from some of the Far West states: Texas, Arizona and

New Mexico into our area. Also a group of families who originated in Mexico, from Aguililla (a town in Michoacán). There was a definite nucleus there, when I started working here. That, to me, was the beginning of the migration of the Hispanic and the expansion of the Hispanic community. I'd say that annually there was growth of the Hispanic community and the population in the schools annually, 2-3% every year. Then about 10 years ago it just seemed to grow. Really got big. We got hit with a lot of influx of migrant students from all parts, but primarily from Mexico. They made a definite impact with our schools and they continue to make an impact with our schools. The numbers to me were always slowly growing and evident that it wasn't going to stop. There were at Garfield, Hoover, Fair Oaks 15 -20% of the school population were Hispanic at that time (1960's)

Why and how was the Garfield Project developed?

Well there was a community of people, who were educated, in our community who recognized that, just based on some pre-school and some other school experiences; that there was a real need for teachers who were Hispanic, some models for the kids; some language opportunities to help parents understand what was happening in the schools. People like Fernando Vega, Gilberto de la Rocha, Gilberto Villarreal, Rose López in the community, Mrs. Rincón, there were a number of people. We had a group called the *Mexican American Unity Council*, MAUC, we joined with other groups up and down the peninsula: primarily around Daly City and San Mateo. We focused primarily in Redwood City because we had a good population. There was a definite movement to have the high schools and the elementary schools to find teachers who were qualified, who could speak the language, who were good role models to be in the schools. We focused primarily on the east side of town.

What the goal of the program was: was to develop a program for the Hispanic students that were enrolled there with Anglo students, so that by the time that they graduated from the sixth grade they were equally fluent in Spanish and English and literate in Spanish and English. This was under circumstances where there really wasn't a strong curriculum developed by any of our publishing companies. Therefore the way the program developed was really through a collaborative effort with Stanford University. They provided us with a lot of support in the area of curriculum writing, development of curriculum, actual classroom teaching support, some demonstrations; just making the program work for the students that were in it. Well, I think the District was heavily involved in tandem with them (Stanford University). We got into some collaborative work with other school districts particularly in the area of social studies. There was a lot of exchange of units that were developed.

What happened after the Federal funding expired in 1974

I think at that time it was one of ten nationwide Title VII funded projects. We were funded for 5 years. The sixth year I think was also funded at a very low level. Oh yeah, they (RCSD) adopted bilingual education. There is no question that they did that. I think that the difference with what the District developed was more a transitional program. What the Project was trying to do was to develop a system whereby both communities, the Anglo community and the Hispanic community, would be able to come out with a foreign language. Be literate in both languages. It stopped existing pretty much when that fifth year of the Project ended.

The biggest thing that was happening was number one, there were very few qualified teachers that were out there, that we would be able to attract into our district. We were at a time that we were cutting back programs a lot! We were probably maintaining positions for people who didn't have the skill. There were very few openings at the time due to the declining enrollment and due to the financial situation that we were under at that time. The opportunities for hiring new people and developing a strong bilingual group of teachers in the district were very few. Plus, even the colleges themselves weren't developing that credential, cross-cultural credential. They were still in the process of developing that and getting people interested into moving into that area. There wasn't a strong cadre of people graduating from the colleges and universities with that kind of background. The need was so great for the Hispanics that the focus was more for the Hispanic than trying to find a full maintenance program and a full really bilingual program.

What was happening in the three schools, that had the greatest influx. The programs were really focused at Garfield, Fair Oaks and Hoover. The personnel that were hired, were pretty much directed towards those three schools because they were the first ones to hit the 40, 50, 60% of the population. They are currently now in the 90s. I don't think you can say it was the same kind of program (bilingual education at Fair Oaks and Hoover schools). I think there was an effort to provide a structure with people who had some facility with the language. More, to be able to help the kids to understand what's happening but not for the purpose of developing Spanish language reading skills and the language arts areas in the way we have now at those schools. I think Garfield was the one exception.

The closure of schools in the 1970's

We had declining enrollment to the point that the district really had to look at how they could set up efficient schools. Washington (located near Woodside and El Camino) was a school that's population could be absorbed, at that time with the population declining, with Hawes and Selby Lane fairly easily. Lincoln was a school that was right in the middle of an area that was very affluent. Most of the people who lived there had children who had already gone through the schools. Monroe and Edison were always small schools with 200, 250 populations at each of them. The

District chose to sell the property instead of keeping it. It was important to them at a time when their funding was low and they had no monies to do anything.

Recruitment of bilingual teachers

Yeah, I was involved in several trips to the Central Valley in particular. We use to go to the summer schools that were being held in the Migrant Education programs. One of the sources that we had was with the College of Notre Dame in Belmont, California. As far as getting information about who they might have that were working in summer school programs and had some background in this area and were looking for scholarships. We go out and try to make a connection with these people and invite them to Redwood City and become teachers in our district. Hayward State was another source for us.

There weren't that many sources. We were in strong competition with San Francisco, Oakland and San Jose. The College of Notre Dame was really the only one in our area that we could look to for getting some people. I can remember one year at Garfield, my first year when I returned to Garfield as the principal, there were at least 6 or 7 teachers that I was able to hire and assign to our school. Out of that whole group, only Anita Abeyta is the only one still with us in our district. The others left after one year or two years in our district. They left for a variety of reasons. The reality of the cost of living and some of their own experiences that they had back home (Central Valley), they missed a lot.

Spanish Foreign Language Program

The State of California passed a law requiring school districts to develop foreign language programs at elementary school level. In our district we already had a foreign language program at all 3 of the middle schools. The District decided to initiate a program of Spanish as a Foreign Language with all of the sixth grade classes in Redwood City. The program began with me as one of the teachers and Al Moreno as the other teacher. We traveled from class to class, gave instruction to all of the sixth grade classes and all of the combined fifth and sixth grade classes in Redwood City. We had anywhere from 19 to 22 classes assigned to us, which represented about 600 kids a year that we worked with. The program that we dealt with, was really the conversational, the beginning, the getting into the cultural background. So that they would be encouraged move into the Spanish language elective when they got into junior high school. It started in 1963-64. The experience that I had was that most of the kids (Spanish surname students at west-side schools), when I went in to teach Spanish, a lot of them didn't really own up to the fact that they could speak Spanish.

Staff inservice on bilingual education

We did a variety of things in the way of staff development to try to counter some of those experiences kids and parents (Hispanics) have had. The efforts that were expended were well received by those people who were working at the east side schools. They participated and attended those activities and they took a lot of those recommendations and information and made use of it and were effective with the kids. The reality was that other staff members never saw the need for it. Anybody who taught on the West side of town never, rarely participated in those things. This had an impact later on as the population grew. They began to move into the different grade levels. Here you have now the middle schools and no one knew anything about how to work with these students. No one cared about what they may be able to do because they felt that if they came from the East side of town and they were minority they were tracked into a lower level. It was pretty much supported with a lot of the experiences at the high school level . . . One of the reasons Fernando (Vega) ran for the School Board was that he wanted to put a stop to that.

I think that the inservice that occurred in the early 1970's was probably more as a result of the universities and colleges in the area offering classes . . . Our district had consultants who would come into the classrooms, observe the teachers and give them the support on an individual basis; more than offering courses or classes after school. When Wilson came on board more of an effort at that time to utilize the talents of the people in the district for workshops . . . One of the biggest sources that we had was through San Mateo County and Tony Gonzáles organized a series of workshops for teachers in the area of culture.

Superintendent Wilson and bilingual education

I think he was probably supportive of that effort. I never felt that there were any obstacles except that his focus for money was with compensatory education. His feeling was that there was some real strong needs for change there. He focused a lot on the Rapid Learning Centers as an approach and focused on the area of reading and providing a program that was directed towards that. All of that was in the English language. It was not in any way, shape or form even considered for the same kind of effort for Spanish language acquisition or maintenance in the language arts for those kids . . . Probably expresses what had been the direction for our district: that we want the kids to become literate in the English language more than we want a bilingual, biliterate student.

Impact of Garfield Project

For those of us, who are familiar with the Project and were able to see it from the beginning to the end, could see that all of the claims that people made about bilingual education, that form, are true. That you could become bilingual and biliterate. I happened to be one of the guys when it started and I had to leave there after the first year that it started. When I came back to

Garfield it was after that group, who were kindergarteners, were now sixth graders. Out of the group of 28 kids, that group became a total of 17 kids who stayed with it. The parents were very pleased that kids were still in it. They recognized that their kids were not able to verbalize as fluently as they hoped, but the kids could read and write Spanish. There was a good feel on both sides of the group. The only negative thing that I had to say when I came there, was that I was disappointed that 17 kids experienced those same 17 kids for 7 years.

Seventh Informant

The interview with the seventh informant was conducted in the cafeteria of the San Mateo County Office of Education (SMCOE) on November 14, 1991. Since August of 1969, he has been the head of the Bilingual Department of the SMCOE. In his job he has contact with 24 school districts, including the RCSD. He has a doctorate. He was recruited to the Bay Area from New Mexico, where his family had resided for many generations and he was a high school principal. He is Mexican American.

Quotes:

How was the bilingual movement begun in Redwood City?

The Sequoia High School District situation must have been, could have been '71 or '72. I don't remember the year. I do remember being at a Board meeting and some of the demands that the community was posing at that time was the hiring of Hispanic educators (teachers, counselors and administrators). The Board was not listening. All of us stayed outside. I personally don't feel like I was demonstrating. I was there more or less to see and observe. At the same time, I feel I was more help to the District (Sequoia) than to the Hispanic population because from my end of it I wanted to see that nobody got out of line.

Status of bilingual education in the RCSD in 1969

It was practically nil. The only thing of course was that they had started the bilingual program at Garfield. Dr. Jacinto Jenkins was coordinating the program there. I know he was not there very long. In fact, he must have left in '69 or early '70 because I for one was responsible for recruiting, at the District's request, Dan Trujillo.

Why was the Garfield Project instituted?

When I came to this office, I was the only Hispanic. MAUC had been putting pressure throughout the county and they had come to the County here to say, "Hey we need somebody Hispanic at the County office." They

had been doing the same thing in Redwood City and Dr. Grimes was very receptive. I would venture to say maybe he had something to do with that, listening to probably members of MAUC.

The Hispanic community and their understanding of bilingual education.

They knew very little about what it was. All they knew was that something was happening, something was going on to provide better programs for their children. There used to be community meetings. A lot of these community meetings were held through the County. At the time, of course, there was quite a large number (of Hispanics). That's why it began to be significant. Not organized as such. I remember going down Middlefield Road and going to different restaurants and places in the area and it was definitely already the barrio.

I remember when I came, Amador Bustos had already been here for 20 years. They were always looking back at going home. They're never going back to Mexico. That's just a dream. That's not going to happen. That is what's so frustrating for people like myself, that we are trying so hard to get them educated; to get into the mainstream; to get to the point of becoming citizens; to begin to go to start voting so that they can have a say in it. But what for, "They are just going to be going home in another 2, 3, 4, 5 years". So that's the biggest struggle that we have.

Reception of Garfield Project by RCSD

It was not that well received. In fact, any model would have been the same way I think. The idea was isolation, "you're the bilinguals over there in the barracks or whatever the situation was". Isolated by design I guess you may say. They were not part of the mainstream. I think that went on for many many years. I think even today some of them look at them that way. He (Richard Cochrane - principal at Garfield) was bad for bilingual education. Not supportive at all and I know that he gave Dan a lot of hell.

Recruitment of bilingual educators

We went recruiting in 1971 and '72 to New Mexico and Texas. I had a total of 15 people who went with me from the county, Santa Clara county and Alameda county. We came back with over 300 applications. Several people were hired. The majority were in Santa Clara county, some in Alameda and very few in San Mateo . . . Every time they would go they would come back empty handed. Now all of a sudden they saw they (bilingual teachers) were there but I think they thought they would come back empty handed, just another venture. They went with the intention that they weren't going to see anybody. In the past they always followed the typical procedure that a personnel director goes. (In) 1970, they came through very good (RCSD recruitment of bilingual teachers), because Dr. Grimes was there. As soon as Dr. Grimes went and Dr. Wilson came in the

reverse. At that time we were all kind of pulling, by we I mean Fernando Vega and myself, for Ken Hill. We thought he would be a better person. It was between Ken Hill and Wilson and Ken had the edge, he could have had it (Superintendent of RCSD). They were getting a lot of pressure from the teachers, that they didn't have to go recruiting out of state because they were laying off teachers. That was county wide.

I think the District has really moved very very slowly. The problems are still there but they are magnified by the greater numbers.

School Closures

I distinctly remember when Washington was closed. The big issue of course was location, on Woodside: very heavily trafficked and no grounds if I remember right. I didn't see a problem at the time, myself. I don't ever remember going before any Hispanic group that were saying: "Let's go fight we don't want this closed or the other. We don't like this. We go to stop it from happening." So apparently they were satisfied.

Bilingual education inservice in the RCSD

I remember Dan Trujillo had different inservices for the staff. I remember we had consultants through our own office. I know we had a lot of inservice programs. I started what we called, *The Northern California Bilingual Conference*. The first one I had was not really northern California. It was a county and Redwood City area. This was in 1969, maybe 1970. It involved Redwood City, Sequoia High and the County Office. At that particular inservice I had Dr. Frank Angel from the University of New Mexico, Dr. Dolores Gonzáles from the University of New Mexico. I don't remember who the other consultants were. Later on, we had other conferences. Redwood City was definitely involved. I had about 3 or 4 years of that . . . probably three or four hundred from the area (attended these conferences).

Significance of the Garfield Project

It was a good program, but most importantly it was one of the first programs in the nation. Dr. Andrew Cohen, the fact that he was working on his doctorate at that time at Stanford and had some good evaluation results. It got national publicity, national recognition. Not so much because of the program that was going on, but more so because of his writings. As a result it was always being quoted. Locally they did not look at it as something big, something great, something that they could have capitalized on. They could have capitalized on it: got into a maintenance program and kept it going. They already had the recognition. It could have been a demonstration type program.

Because at the time they were not aware that it was getting this type of recognition out there in the literature. I am sure that they were not aware

that people were picking it up all over the country. At least by the time they realized, I don't think they cared. It was like down the drain already.

Eighth Informant

The interview with the eighth informant was conducted at his office on January 10, 1992. He is a Mexican American educator who is currently the director of the Bilingual Education Department of San Jose Unified School District. He was hired by the RCSD in 1963 as a Spanish teacher. He worked in this position for five years and then became an ESL teacher at Garfield Elementary in 1968. A year later he became the Human Relations officer for the District. In 1971, he returned as the vice principal of Garfield. He left the District in 1974.

Quotes:

Why and how was the Garfield Project implemented?

During that period, 1968, we started to have a large number of Mexican immigrants coming into Redwood City. The population was growing steadily over the years. There needed to be some program to meet the students' needs. We started out with the ESL program, which I was a part of. Then the Title VII funding became available, so we wanted to do some innovative things, something different. Previously to that I had begun a bilingual program and a summer school project using Garfield students. That was at Hoover. Then the next fall, when the funds became available, Dr. Jim Abbott, who was the director of categorical programs; he got the information, met with the staff and proposed that we write a project, a program for funding. We were of only 10 grants awarded. The bulk of the work, writing the proposal, the data was done by Jim Abbott and whomever assistants he had. We did give input. We had a series of meetings at Garfield with selected staff. We gave input as to what we felt should be the objectives of the program. I was on the committee that was helping to write the proposal that was to be submitted to Washington D.C.

We submitted a plan. We wrote the best plan we thought we knew. As far as any materials, curriculum and et cetera; that was not available. Stanford played a big role in that respect. Also the teachers that were selected and the instructional associates. There was a lot of work to be done. It was just beginning.

The main players in the community that I saw were alert to not only meeting the linguistic needs of the student but also the counseling, the guidance and the community needs. Making the school more receptive and accommodating to the needs of the Spanish-speaking community . . .

Mexican American Unity Council. Some of the players were Fernando Vega, Gilberto de la Rocha, Gilberto Villareal, Paul Cedillo and there were some others.

Why was the Project designed as a two-way immersion program?

We wanted to not segregate the kids completely. We wanted to have an integrated program. We also saw as a means of selling it to the community, that this would be an enrichment program for students (Anglo) so that they could become bilingual. We felt that it was important that the kids maintain their Spanish. That this would be a program that would be an enhancement, not, the terms at that time were not what we use now, subtractive. We knew that that was important to family unity, to kids' self esteem, to have some pride and add to it.

At that time, there wasn't that much opposition to it, as I recall. Because it was purely voluntary. It was an experimental program and people were willing to take a risk with it.

Observations after Subject's return to Garfield in 1971

It was in its infancy. It was a very tough battle because of a couple of reasons. One, this was all new to us. We were learning as we went. We weren't sure what exactly we had bitten off here. We knew that something exciting was happening. There were some problems in terms of getting the staff to buy in to the whole thing we wanted to do. Some of these people (Project staff), even though they were bilingual, they were not schooled in bilingual education. When we first selected the students, it was voluntary. There were some misconceptions as to who should go into it. The first group, if I recall well, was more above average. It was not a heterogeneous group. It was more homogeneous kids, especially the Anglo kids . . . Mostly, recently arrived immigrants. Just about everyone from Aguilila (small town in Michoacan, Mexico). The Spanish-speaking kids, most of them were hand picked too. In the succeeding years we said, "No. No. To see if its really going to work; we just got to take a general cross section of students."

The June, 1974 RCSD Board meetings concerning bilingual education

There was a big Board meeting . . . if this was the Board meeting where they had a lot of people at, there were more issues than just the bilingual involved. I think at this time some things that came in were the ESOC, the desegregation, the boundary changes at Garfield with Selby Lane. Garfield was overcrowded and Selby Lane wasn't. I believe the Superintendent (Wilson) was pushing to get some desegregation money by volunteering for desegregation. They sell it to the Federals, that we're changing the boundaries to help alleviate some segregation. They got money. Part of that plan was to get boundary changes and bus some kids over to Selby

Lane. Then also part of it was to send the 6th graders to McKinley. I think they did that for one year. The controversy was that, "Hey we've got a program here. These kids that you are busing over to Selby Lane, there's no services. There's no bilingual program. There's no services for ESL. There's no bilingual teachers. So that was a big thing. So at that time, the Board agreed to establish a bilingual program at Selby Lane. Sally Durham, she went over there to start the bilingual program. Sally had worked in the bilingual program at Garfield.

Were there other bilingual programs besides the Garfield Project?

The District was working to meet the needs of non-English speaking students through use of ESL programs and also through the use of bilingual aides. I was at Hoover, that was the receiving school for the Garfield kids, the aides were basically all Spanish speaking, bilingual. They put me there as administrator because I am bilingual. Some teachers were starting to be hired, who were bilingual. So the District was moving because our population was shifting.

Inservice for teachers concerning bilingual education

There wasn't any. The only inservice or training would have been tied in with the Project. The Project was providing some training and some information. In general, not related specifically to Redwood City. In 1969, Tony Gonzáles came on (board). He was there because of the advocacy of the *Mexican American Unity Council*. Tony was very good at starting to put together a series of conferences and workshops dealing with issues of Mexican American culture, teaching strategies and etc. We (RCSD) didn't have any staff development in our district. Except in '64, '65, the riots and all that stuff; there were some workshops being sponsored by the District in terms of racial problems and how to deal with racism. *CAR, Citizens Against Racism*, was doing a lot of multi-cultural things with the District. One of the Board members was, I think, a member of *CAR*.

Recruitment of bilingual teachers

The traditional ways, going to the College of Notre Dame, going to here or where ever. When I was there, I don't think there was a lot of aggressive recruitment of minority people. That didn't start until 1970 under Joe Grimes. But, they were recruiting more Blacks than Mexican Americans. There were things that possibly, seemingly tied the Board's hands in terms of retaining certain staff (bilingual teachers). They didn't want to or maybe they did, I don't know, to fight the union and say, "Hey, we need these people and we are going to save them no matter what. We'll go to court if we have to." That can be done. We've done that a couple of times (SJUSD). That's why I know it can be done.

Spanish Foreign Language program

It was a program where we were teaching Spanish to all sixth grade students. To me, it seemed to be working pretty well, given the limited time. Then the law changed and so they weren't required to do it. So that's how much commitment they had. I think in 1969 (the law changed). As soon as that requirement or mandate was lifted, the District dropped it.

Superintendent Wilson

From my perspective he was one character that I didn't feel was supportive of meeting the needs of the Hispanic community. He was not out there beating the bushes to get change so that we could better serve the community and its students. He had some other priorities, Rapid Learning Centers.

The importance of the Garfield Project

I think it had a lot. At that time, there was a great need and it was surfacing. The District had to do many things. It allowed the District number one, to say, "OK, we are doing something. We are going to support it. We are getting money to do it. We are going to develop a model to show that these kids are going to succeed. Bilingual education, the use of the primary language is needed."

Ninth Informant

The interview with the ninth informant was conducted on January 27, 1992 at the Fair Oaks Community Center. Subject is an Mexican American woman who was born and raised in Wyoming. When she was 5 years old she was sent to Mexico and studied in a convent for 3 years. She served in the Marine Corps for 3 1/2 years during World War II. She worked for Braniff Airways as a draftsman and was a housewife in the Redwood City area. Her husband is a college graduate and she attended college at U.C. Berkeley. She became active in the Hispanic community after her children were grown up. This involvement included Garfield Elementary School. She was particularly active in developing 4H programs. She has resided in Redwood City since 1956.

Quotes:

Bilingual education in the RCSD

I did think that there was a great need for someone to go in there and help those children. I don't know who the originators of the bilingual program were, but when it started I was delighted. In the beginning it was fine.

We had an organization (MAUC) that were the originators to bring the bilingual program. I know that I got into some serious arguments because I did not support the ESL program per se. Just to write proposals to write for money to hire aides. Teachers are fine. I am speaking of people that couldn't even speak English. They would have these aides at Hoover School, Roosevelt School, Garfield School. Have these groups of children sitting with an aide who couldn't even speak English. That is not my idea of bilingual education.

I was asked to be on a committee where they appointed bilingual teachers (interview panel). I was on the oral. That was kind of sneaky (asking questions about how and how long candidates studied Spanish) but that was how I found out how many teachers were getting by. But, in my estimation they would not get a passing grade. Maybe they learned grammar for the one or two years they took it; but they really did not relate to the cultures, emotional needs.

There was never any follow through. We would never know what happened from one meeting to the next. We were only called to meetings when a crisis would arise, when a new proposal was written. Signatures were very important at that time. That showed the people that were writing the proposals that they were getting our support for the program and that's the last we hear about it. I think it was the other way around. It was MAUC and the community leaders that would encourage the District to follow through with these proposals.

Superintendent Wilson

I never met him personally. I never had any confrontations. I thought he could have been a little bit more supportive. He was strongly supported by the opposers of the bilingual program. It was mostly Anglos. There were about two or three groups. First of all there were the people that only knew what was in the papers. They would only think of the tax money. They would not know the real meaning of the program. Then there was another group of people who knew darn well what was going on, but in no way did they feel that the program should be specially treated. Then there was the third group, the group that didn't care. I don't ever remember him coming out and saying, "I support this group (bilingual education)." I don't ever remember him coming to the functions or fundraisers we were having here (Community Center). That tells you a story. As I said, I had as little to do with the man as possible. I think he was ultra-conservative. I consider myself conservative, but he beat me.

The Fair Oaks community:

The Hispanic population was much, much smaller. It was mostly Blacks and low income Whites (1960's. At one time this was really a swinging Hispanic community (1970's): MAUC, LULAC, GI Forum. There was one thing about this organization (MAUC): you had to have a degree (university) in order to be a voting member. That was part of the policy, their bylaws. It had small membership, with voting rights, but much honorary membership; which were people like us.

What happened?

It behooves me to tell you this, but sometimes we cut our own throats. You've heard of the "crab syndrome?" You have a can of crabs and each one gets on the other trying to get out of the can. Unfortunately, inadvertently that's a syndrome that affected this community. I am not pointing the finger at one just person. The only one that I felt comfortable with, ironically, was the GI Forum.

If the children felt uncomfortable in a foreign school, then the parents felt even more uncomfortable.

Tenth Informant

The interview with the tenth and final informant was conducted on March 3, 1992 at Pete's Place restaurant in Menlo Park. Informant was hired as the first Director of Bilingual Education of the RCSD in 1979. She served in this position for seven years and currently is a consultant, professor and writer in the area of ESL. Prior to coming to the RCSD, she worked two years for the San Mateo County Office of Education and was a teacher for ten years in Southern California area. She has a Doctorate and two Masters degrees.

Quotes:

State of bilingual education in 1979:

Basically the scenario was that bilingual education was an issue for bilingual aides and a few ESL teachers. That was really the extent of services provided to LEP students. There might have been a few designated bilingual classrooms but they were run by monolingual English speaking teachers who were paired with bilingual aides. There was a huge staff of bilingual aides and they were providing all of the services for LEP students.

In fact, when I joined the district in 1979, there were three bilingual certificated teachers in the RCSD.

Ethnic imbalance in the RCSD and steps taken to remedy this imbalance:

It was mostly at the middle school (level). I don't know if they ever took much (steps). To my knowledge, they started from the top down; rather than from the bottom grades going up. So the real effort at redistribution was among the middle schools. They closed Hoover (7th and 8th grades, remained a K-6 school) and then split the LEP population evenly (among the two remaining middle schools) . . . But other than that (The transfer of students who lived between El Camino Real and the railroad tracks from Garfield to Selby Lane.) I don't know any other steps and I don't know of any since. In fact that's why I think magnet schools are probably eminent for the RCSD.

School closures:

Those were all happening in the late '70s. Most of those schools had just closed prior to my arrival to the RCSD. I think there was a lot of resentment and fear that those 'kids' who were part of those schools that were closed, would filter into schools that had not previously had language minority students or LEP students. I remember that when I was in the RCSD that first year was when plans were made to make Hoover School into a K-6 school rather than a K-8 school. There was a lot of concern on the part of the Hispanic community because they wanted their children in a home (local) school. They didn't want their kids going cross town. I remember Kennedy wasn't ready to receive Hispanic children and the Hispanic community didn't want to send their kids there anyway.

Teacher inservice concerning bilingual education and Hispanic culture:

The knowledge base was very weak. From my perspective, teachers had received very little training. If they had received any kind of training, it was strictly on strategies for teaching English as a Second Language. It was mostly focused on how to use a particular program. It wasn't the theory or the methodology that was really looked at in depth. It was on how to use materials. Then there was a great deal of staff development for teacher aides because they were the ones who were using some primary language. But even many of the teacher aides were being used as the ESL people. The teachers were for the most part not taking on the responsibility of providing much service directly to LEP kids, at least at first. Then as more and more classrooms became designated bilingual classrooms and more and more teachers were hired, who had bilingual certification then the staff development was strengthened in the area of native language instruction.

Recruitment of bilingual teachers:

We were very, very effective, but we had a jump on what most school districts did. Dr. Hill in 1980, when he realized that we had deficit of five hundred bilingual teachers, created something called the Golden Handshake. He lowered the retirement age for a lot of teachers and encouraged a massive retirement program to take place, which vacated a lot of positions. He promised and guaranteed me that those positions would be filled first by qualified teachers who had bilingual skills. If I could find them, he would hire them. It wasn't uncommon for two consecutive years to hire twenty teachers in September with bilingual certification. That caused serious problems among the seasoned teachers because there were a group of temporaries who were just about ready to be hired on a permanent basis. They lost that right so to speak because Dr. Hill gave preference to bilingual teachers. It created a lot of division, a lot of resentment. There were some really difficult times for me as a Bilingual Director because of the anger and resentment that was felt among the staff. The accusation was that I was creating a "bilingual dynasty."

The other thing that Dr. Hill wanted to do as an incentive to attract bilingual teachers was to offer them permanent status. We also had a very strong recruiting effort that was going on in the State Universities. I would annually go and recruit into thirteen different institutions for student teachers who were just getting out of their student teaching.

Why didn't the District make this commitment prior to 1979?

Ken Hill was the Personnel Director and he said he had recruited aggressively but they just weren't there. He couldn't find them. I was bilingual. I was the Director of Bilingual Education and not a personnel director. I talked a lot. I was in the right place at the right time. A lot of exposure, I don't know but it happened. Once I left though, we have never gotten numbers like that (20 bilingual teachers recruited each year). A lot of that is because, by the time I left, everyone else was recruiting aggressively. I don't think they really thought the issue was going to be permanent. I don't think they thought the LEP population was going to continue to grow. I don't think they wanted to deal with it. I think that it took a change in superintendency. I think that when Dr. Hill came on board, he looked at the student population and said, "We have an increasing number of LEP students." When I look back at the last three years, it has increased at the rate of ten percent annually. The demographics and projections are such that its going to continue to do that over the next decade. We got to prepare for that. We need to have bilingually certified teachers.

Placement of bilingual teachers:

The reality was that they just put teachers (bilingual) wherever there was a hole. There was absolutely no scheme at all, no rhyme or reason. It was an absolute mish mash. There was a policy in place but it was not adhered to. There wasn't any kind of pattern or there wasn't a real plan or a design. There was a design on paper but it was not fulfilled. None of the

principals, maybe John Brand . . . Basically there was no principal who was strong enough to really move people around. They were not into moving people around. I remember there was a teacher in kindergarten at Hoover. When she was hired in 1972, she was told that she couldn't think about teaching at Hoover in kindergarten longer than five years if she didn't get some sort of bilingual certification. Unless something has happened to her in the last three years, she's still there.

I had a pattern that I worked out a grid for every single school and I mean it was the most disjointed. It looked like a mosaic in every school. There was a great deal of anger and animosity on the part of the seasoned teachers. There was a lot of undermining on the part of the principals, because the principals had been given a direction. They had been made aware of the policy and they knew it was their responsibility to create some sort of consistency in terms of placement so that we could have a program that had some sort of continuity. But it didn't happen.

Waiver System:

What I decided to do in order not to lose the support of the seasoned teachers was to say, "Look, we are going to make two efforts." We are going to recruit outside but we are going to train internally. We are going to have a very rigorous waiver program that is going to provide lots of staff development so that any seasoned teacher will have the opportunity to become part of that bilingually certificated staff. I taught a culture course. I taught a methodology course and I even taught a language course the entire time I was the Director of Bilingual Education. It was like, I would rather hire internally but it is unlikely I can find seventy teachers in the RCSD in the next five years who will achieve that full range of competencies and skills to get the BCC. In the interim I will also recruit. Yes I originated it (waiver system). Most of the teachers who signed the waiver would pass the culture part of the test and get the methodology. But the language was the real hangup.

Superintendent Wilson:

I remember going to a Redwood City School District Board meeting and he was questioned about some particular piece of legislation (bilingual). He gave a very flippant response to the Board with respect to the school district's requirement to provide a certain kind of service to LEP students. I raised my hand and said that I would like to clarify that. That I represented the SMCOE and that I had a different interpretation. He had his right hand person call me the next morning and tell me that he wanted to speak to me because he wanted to apologize for not having the appropriate information. I appreciated the fact that he did call, but I think that he was very threatened by that. I think that all of a sudden he realized that somebody in the County Office was going to be looking a little bit more carefully at the District. They weren't going to just get their money and do whatever they wanted with LEP kids.

Rapid Learning Centers:

They certainly weren't intended to serve LEP kids. They didn't in any way meet the needs of LEP kids and a couple of those centers were housed in East side schools. But those were his babies. It took a while for them to dissipate, believe me. There were some real seasoned kind of teachers, very vocal kind of teachers that ran those Rapid Learning Centers. They were very angry. The feeling on the part of those teachers was that it was the LEP population, the changing pupil clientele, that was the reason that they were being cut off . . . Very, very resistant (the District's recognition of a changing student population). Dr. Hill really spearheaded that awareness that we have to do something. Basically that why he hired me. When he hired me it was very interesting because he had me directly report to him. He did not have me under the assistant superintendent of instruction. He had me directly report to him. You look at the management, organizational chart, it was like I was this little arm off of the superintendent. Which absolutely made no sense to a lot of people, but it made a great deal of sense to him. The way he verbalized the restructuring was that, "We are so far behind in meeting the needs of fifteen percent of our pupil population (LEP) that in order to get up to par I am going to have to work very directly with Connie."

Instruction of and in Spanish:

Dr. Hill took a rather conservative position in his leadership of implementing bilingual education in the RCSD. Basically, what he chose was a quick exit program, a transitional program. Spanish was never designed to have equal status to English in the RCSD. It was considered an interim carrier of instruction. But, the maintenance bilingual education that had been implemented in the 1960s (Garfield project), had had such poor results and had made so many people very unhappy, that Dr. Hill figured that politically it would be more astute to just try to implement a transitional program. There were a lot of parents who had aspirations of their children at the end of six years being bilingual in both languages. Apparently there were a lot of frustrated parents. (Spanish instruction at middle school level) No, it just didn't happen. Mainly because the staff was consumed with the task of teaching ESL. We didn't have the staff to do the teaching of Spanish.

Impact of the Garfield Project:

I think it put RCSD on the map. I think the RCSD got a lot of notoriety about the project, certainly from afar. If the perceptions internally were that the project wasn't very successful. Certainly the perceptions for the outside people, perceived it as being very successful. I can remember being in Washington D.C. and people coming up to me and saying, "Oh you're the director of the bilingual program that was so successful in the RCSD a few years ago." I think it was the decisive factor in making Ken Hill decide upon the transitional programs rather than maintenance programs. I think

Dr. Hill felt that maintenance programs were really above and beyond. Those were enrichment programs. That were really a frill. That we had this great deficit of services to LEP kids and if we had limited resources we ought to channel them towards LEP kids and not the Anglo community. We didn't have the teachers. If we had three bilingual teachers when he hired me, it seems to me they ought to direct their services toward LEP kids.

REDWOOD CITY SCHOOL DISTRICT
Redwood City, California

Overview of ESEA Title VII

Project FY 73-74

Title VII of the Elementary and Secondary Education act provides limited funds for pilot demonstration projects in bilingual education. Our initial project established a bilingual education program for a group of thirty students at the first grade level. The first year project was funded by the federal government for a total expenditure of \$27,200.

The specific intent of bilingual legislation is twofold. First, instructional materials and teaching strategies must be developed. Secondly, these techniques must be modified so that they may become replicable in other classrooms and in other schools within the district.

Since the first year of operation, our bilingual project has grown from one single first grade classroom to encompass grades K through 5 at Garfield School as well as grades K-1 at Selby Lane School.

The Superintendent requests specific direction from the Board of Education regarding its intent to continue or not to continue the bilingual/bicultural program as it now exists at Garfield and Selby Lane Schools. Several alternatives are possible:

- 1) The program could be continued essentially as it was designed in the Title VII project but funded from the district budget.
- 2) The program could be modified to reduce expenditures and funded from the district budget.
- 3) The program could be terminated.

The Superintendent feels strongly that the bilingual/bicultural program, as it existed over the last five years, is a very fine program and that the Board has indicated in the past its general commitment to such programs.

If this program is to continue and expand for the 1974-75 school year, the following moneys would need to be authorized for inclusion in the 1974-75 budget:

One Resource Teacher	\$15,000
Ten instructional aides (5 hours)	35,000
Miscellaneous expenses including supplies	<u>5,000</u>
	\$55,000

6/10/74

Appendix E

REDWOOD CITY SCHOOL DISTRICT
Redwood City, CaliforniaPossible Modification of Existing Bilingual/Bicultural Program

The Title VII bilingual/bicultural project funded by the federal government terminates at the end of this, its fifth year. The district has made, or is in the process of making application for four additional projects. These include:

- Two bilingual/bicultural projects for grades 7-8
- Ethnic heritage studies for all grade levels
- Bilingual/bicultural project for grade K-6

In order to continue the excellent program which is now in operation at Garfield and Selby Lane Schools, a modified program could be maintained from district funds which could include the following:

- 1) Basic ESL Program in classes presently involved in Title VII operation
- 2) Major emphasis in bilingual instruction for both English and Spanish speaking children
- 3) Major emphasis on multicultural activities for all children
- 4) A continuation of this volunteer program for all children at Garfield in grades K-6 and for children at Selby Lane in grades K-3

Estimated Expenses

Ten (10) instructional aides (3 hours)	\$21,000
Fringe benefits	<u>4,620</u>
	\$25,620

6/13/74

Appendix F

AGENDA
REGULAR MEETING OF THE BOARD OF EDUCATION
REDWOOD CITY SCHOOL DISTRICT
WEDNESDAY, JUNE 12, 1974

Personnel Session - 7:00 P.M. (Closed to the public)

Regular Meeting - 8:00 P.M. (Open to the public)

Board Room - 815 Allerton Street

- I. Call to order by president
 - A. Pledge of Allegiance
 - B. Roll call
- II. Action on minutes
 - 1. Minutes of regular meeting of May 22, 1974 - enclosed
- III. Approval of agenda with such additions as receive a unanimous vote
- IV. General communications and hearings
 - 2. Letter from Family Service Agency - enclosed
 - 3. Letter from Mrs. Robert Sample - enclosed
 - 4. Letter from Mrs. Helen Pittfield - enclosed
 - * 5. Redwood City Administrators Association
- V. Special reports
 - 6. Presentation re: salary proposal - Administrators Association
 - 7. Presentation of award
 - 8. Joint City-School Liaison Committee meeting - Mrs. Lennihan
 - * 9. Comment re: district staff theatrical production
 - * 9a. Graduations
 - * 9b. Bilingual Program
- VI. Report from Superintendent of Schools
 - A. Requiring action
 - General
 - 10. Recommendation re: personnel report - enclosed
 - 11. Recommendation re: approval of Resolutions - enclosed
 - 12. Recommendation re: proposed policies - enclosed
 - a. #4145 - Transfer of Sick Leave (second reading)
 - b. #5145 - Sex Discrimination (second reading)
 - 13. Financial
 - 14. Recommendation re: warrant list - enclosed
 - 15. Recommendation re: Phase II of the Tentative Budget - to be delivered Mon.
 - 16. Recommendation re: Phase III of the Tentative Budget - to be delivered Mon.
 - 17.
 - B. Information only
 - 18. 1974 CSBA Delegate Assembly Nominations - enclosed
 - 19. Statistical bulletin from the County Schools Office - enclosed - 5, 7-H, 7-I
 - 20. Summer School Program - enclosed
- VII. Unfinished business
- VIII. New business
- IX. Adjournment

NEXT BOARD MEETING - JUNE 26, 1974

Board Room
815 Allerton Street
8:00 P.M.

>Addition to agenda

the production successful.

7. A letter from C.A.R. stated that C.A.R. supports the continuation of the present bilingual program and urged that it be expanded wherever possible.

V. Special Reports

1. Mr. David Lancaster, principal of Clifford School, presented to the Board the Redwood City Administrators' Salary proposal.

Upon motion of Trustee Vega, seconded by Trustee Ogrey, the Board voted to receive this proposal, a copy of which is attached to the minutes.

2. Presentation of award.

Mr. Joe Lodi of the Redwood City Chamber of Commerce expressed appreciation to Bud Hefner, Bernie Mannia, all the district's schools, and to the Board of Education, for the district's enthusiastic participation in the Redwood City Pride program. Mr. Lodi presented a Pride award certificate to the Board.

3. Joint City-School Liaison Committee Meeting, Thursday, June 6, 1974.

President Lennihan stated that the chief topic of this meeting is a proposed program sponsored by both the high school and this district, to teach English to the parents in this area who speak only Spanish.

4. Discussion re: bilingual program.

Superintendent Wilson reviewed the history of this bilingual-bicultural program which has been funded from federal sources for the past five years. At the present time the program encompasses K-5 at Garfield School, and K-1 at Selby Lane School. Superintendent Wilson requested direction from the Board in the consideration of the following possibilities for the program:

a. The program could continue at the present level but would be district-funded, since the federal grant of the last five years has expired.

b. The program could be modified and district-funded.

c. The program could be terminated.

Superintendent Wilson stated that the district has several applications in the offing, for bilingual projects, and it is possible

that approval of one of these projects will be received, but nothing is definite at the moment.

The Board discussed this bilingual program and asked that a cost study be made of a bilingual program that would be available to all children who need this type of instruction. There was a lengthy discussion then, and comments and questions on the part of audience members.

Mr. Miguel Maldonado presented to the Board a petition bearing over 400 signatures which urged the continuation of the bilingual program.

Among suggestions made by audience members was the possibility that the district might receive monies from emergency aid funds.

Trustee Vega, at the conclusion of the discussion, asked the Board to state that it supports the concept of the bilingual program.

VI. Report of Superintendent of Schools

A. Requiring action

1. Recommendation re: Personnel report.

Upon motion of Trustee Ogrey, seconded by Trustee Baker, the Board accepted the resignations of, approved the leaves for, approved the appointments of, and approved the cancellation of retirement action, for those certificated and classified employees whose names appear on lists attached to the minutes.

2. Recommendation re: Approval of resolutions.

The Superintendent recommended that the Board adopt resolutions commending Mrs. Helen Pitfield and Mrs. Martha Reynick for their outstanding services to the Redwood City School District. Upon motion of Trustee Vega, seconded by Trustee Baker, the Board unanimously adopted these resolutions, copies of which are attached to the minutes.

3. Recommendation to adopt proposed Policies.

Upon motion of Trustee Vega, seconded by Trustee Baker, the Board adopted proposed Policies #4145 and #5146, copies of which are attached to the minutes.

4. Recommendation re: Warrant list.

Upon motion of Trustee Vega, seconded by Trustee Ogrey, the Board approved for payment Warrant Schedule #17, a copy of which is attached to the minutes.

Appendix H

REDWOOD CITY SCHOOL DISTRICT
Redwood City, CaliforniaRecommendation re: bilingual program

The Superintendent recommends that the Board of Education authorize district funding of the bilingual project currently in effect at Garfield and Selby Lane Schools.

Attached are three sample plans, including appropriate funding levels which could be instituted at district expense.

The Superintendent feels that Plan #2 is probably the most practical in light of the district's current budgetary constraints. Plan #1 is too expensive and Plan #3 would reduce the quality of the overall program excessively.

It should be noted that the district is in the process of writing a special project in bilingual education for Garfield and Selby Lane Schools. If this project were to be funded (October), we would be able to continue the program without any cost to the district.

6/21/74

BILINGUAL EDUCATION - PLAN #1

Essential Elements of the Program

1. The bilingual program would be expanded into grade 6 at Garfield School and grade 2 at Selby Lane School.
2. Aides would be provided in each of the classrooms involved in the program.
3. An onsite bilingual resource teacher-director would be provided.
4. The major emphasis of the program would continue to be bilingual/bicultural education for voluntary Mexican-American and Anglo children.
5. All classes would continue to have both Mexican-American and Anglo children involved in the program since it would be illegal for the district to set up segregated classes. In addition, a reasonable mix of children with diverse culture and ethnic background within a classroom would be advantageous in the implementation of the overall program.

Estimated Cost

<u>One</u> resource teacher to serve full time at Garfield and Selby Lane Schools - - - - -	\$15,000
<u>Ten</u> instructional aides to serve at Garfield and Selby Lane Schools - 5 hours per day - - - - -	42,700
Instructional supplies and in-service activities - - -	<u>4,000</u>
	\$61,700

6/21/74

BILINGUAL EDUCATION - PLAN #2

Essential Elements of the Program

1. The bilingual program would be continued in grades K-5 at Garfield School and grades K-2 at Selby Lane School.
2. Aides would be provided in each of the classrooms involved in the program.
3. Direction for the program and supporting help would be provided by the central office.
4. The major emphasis of the program would continue to be bilingual, bicultural education for voluntary Mexican-American and Anglo children, but the number of Anglo children involved in the program would be reduced.
5. All classes would continue to have both Mexican-American and Anglo children involved in the program since it would be illegal for the district to set up segregated classes. In addition, a reasonable mix of children with diverse culture and ethnic background within a classroom would be advantageous in the implementation of the overall program.

Estimated Cost

<u>One</u> resource teacher to serve part time at Garfield and Selby Lane Schools - remainder of salary to be assumed by Title I - - - - -	\$ 1,000
<u>Eight</u> instructional aides to serve at Garfield and Selby Lane Schools - 5 hours per day - - - - -	34,000
Instructional supplies and in-service activities - - - -	<u>2,000</u>
	\$37,000

6/21/74

BILINGUAL EDUCATION - PLAN #3

Essential Elements of the Program

1. The bilingual program would be continued in grades K-5 at Garfield School and grades K-2 at Selby Lane School.
2. Aides would be provided in each of the classrooms involved in the program.
3. Direction for the program and supporting help would be provided by the central office.
4. The major emphasis of the program would continue to be bilingual/bicultural education for voluntary Mexican-American and Anglo children, but the number of Anglo children involved in the program would be reduced.
5. All classes would continue to have both Mexican-American and Anglo children involved in the program since it would be illegal for the district to set up segregated classes. In addition, a reasonable mix of children with diverse culture and ethnic background within a classroom would be advantageous in the implementation of the overall program.

Estimated Cost

<u>One</u> resource teacher to serve on a limited basis at Garfield and Selby Lane Schools - remainder of salary to be assumed by Title I - - - - -	\$1,000
<u>Eight</u> instructional aides to serve at Garfield and Selby Lane Schools - 3 hours per day - - - - -	21,120
Instructional supplies and in-service activities - - -	<u>1,000</u>
	\$23,120

6/21/74

Appendix I

AGENDA
 REGULAR MEETING OF BOARD OF EDUCATION
 REDWOOD CITY SCHOOL DISTRICT
 WEDNESDAY, JUNE 26, 1974

Personnel Session - 7:15 P.M. (Closed to the Public)

Regular Meeting - 8:00 P.M. (Open to the public)

Board Room - 815 Allerton Street

- I. Call to order by president
 - A. Pledge of Allegiance
 - B. Roll call
- II. Action on minutes
 1. Minutes of regular meeting of June 12, 1974 - enclosed
- III. Approval of agenda with such additions as receive a unanimous vote
- IV. General communications and hearings
 2. Letter from California State University, San Francisco - enclosed
 - *3. Letter from Martha Reynick
 - *4. Letter from League of Women Voters
- V. Special reports
 5. Summer School
 - 6.
 - 7.
- VI. Report from Superintendent of Schools
 - A. Requiring action
 - General
 8. Recommendation re: personnel report - enclosed
 9. Recommendation re: proposed revision of policies - enclosed
 - a. #4101 - Employer-Employee Relations
 - b. #4120 - Working Hours for Teachers
 10. Recommendation re: identification of management positions - enclosed
 11. Recommendation re: Board organization meeting - enclosed
 12. Recommendation re: Schedule of future Board meetings
 - 13.
 - Financial
 14. Recommendation re: adoption of Tentative Budgets - enclosed
 15. Recommendation re: bilingual program - enclosed
 16. Recommendation re: roofing - enclosed
 17. Recommendation re: boiler replacement - enclosed
 18. Recommendation re: revenue limit increase - enclosed
 19. Recommendation re: intent to take action - enclosed
 20. Recommendation re: warrant list - enclosed
 - *21. Recommendation re: sale of district properties
 - 22.
 - B. Information only
 - *23. Discussion re: use of Franklin School site by Sequoia Union High School District
 - 24.
 - VII. Unfinished business
 - VIII. New business
 - IX. Adjournment
 - X. Personnel session

*Additions to agenda

whose names appear on the lists attached to the minutes.

2. Revision of Policies

The Board heard the first reading of the following proposed policies for revision:

- a. Policy #4101 - Employer-Employee Relations.
- b. Policy #4120 - Working Hours for Teachers.

Copies of these proposed policy revisions are attached to the minutes.

3. Identification of Management Positions.

Upon motion of Trustee Baker, seconded by Trustee Vega, the Board identified management positions as contained in the Superintendent's recommendation, a copy of which is attached to the minutes.

4. Recommendation re: Schedule of future Board meetings.

Upon motion of Trustee Burgess, seconded by Trustee Baker, the Board agreed on the following schedule of meetings.

- a. Wednesday, July 10, 1974, 8 p.m., organizational meeting, followed by regular meeting.
- b. The next regular meeting after July 10th is scheduled for July 24, 1974.
- c. The Budget Public Hearing is scheduled for Wednesday, August 7, 1974, 8 p.m., followed by regular meeting.
- d. The regular meetings of August 14 and 28, 1974, are cancelled.

5. Recommendation re: Tentative Budgets

Upon motion of Trustee Baker, seconded by Trustee Vega, the Board adopted the following tentative Budgets: General Fund, Children's Center, and School Lunch account, copies of which are attached to the minutes.

6. Recommendation re: Bilingual Program

After considerable discussion the Board, upon motion of Trustee Baker, seconded by Trustee Burgess, adopted Bilingual Plan #2, in accordance with the Superintendent's recommendation, a copy of which is attached to the minutes. The Superintendent was asked and will develop a resolution requesting the State legislature to authorize texts which

Appendix K

WE THE UNDERSIGNED CONCERNED PARENTS AND COMMUNITY PEOPLE WISH TO EXPRESS OUR FEELINGS CONCERNING THE POSSIBLE CLOSING OF THE BILINGUAL SPANISH/ENGLISH PROGRAM AT GARFIELD SCHOOL. WE WOULD LIKE THE FOLLOWING REQUEST MET:

- A. REFUNDING OF THE WHOLE BILINGUAL PROGRAM
- B. THAT THE AIDES FOR THE BILINGUAL PROGRAM BE REHIRED
- C. THAT THE COMMUNITY HAVE MORE INPUT ON THE WRITING OF PROPOSALS MADE ON BEHALF OF THE BILINGUAL PROGRAM

NAME	ADDRESS
Bertie Baez	1901 Buckingham
Luzy Mendez	2490 Westmoreland R.C.
Crisolida Linares	131 Northumberland Ave. R.C.
Alicia Lopez	45 Northumberland R.C.
Rosa Moreno	157 Northumberland R.C.
Hermelinda Lopez	1537 Northumberland R.C.
Delora Anell	1610 Northumberland R.C.
Gracia Maldonado	2429 Millbrook R.C.
Jose A. Lopez	111 Northumberland Redwood City Cal.
Jose M. Maldonado	2421 Marlborough Ave. Redwood C.
Dominic Carrillo	701 - Hill St. R.C.
Rene Baez	R.C.
Esther Mendez	2690 Redwood City Calif.
Rebecca Mendez	2690 Westmoreland R.C.
Francisco Espinoza Jr.	187 Buckingham Ave R.C.
Gilbert Espinoza	187 Buckingham Ave.
Steve Espinoza	187 Buckingham Ave.
Tony Espinoza	11 11 11 11 11 11 11
Angel Garcia	2937 CURTIS AVE R.C.
QUINTERO	207 ARLINGTON RD. R.C.
W.C. Hernandez	1774 Hempstead Place R.C.
Adelina Moreno	210 Seric Circular Rd Menlo Park
Daniel Garcia	115 Bradford St R.C.
Melanie Fernandez	1538 Maggie Ln. Santa

NOSOTROS LOS FIRMANTES, PADRES DE FAMILIA Y GENTE DE LA COMUNIDAD DESEAMOS EXPRESAR NUESTRO SENTIR ACERCA DE LA POSIBLE CLAUSURA DEL PROGRAMA BILINGUE DE ESPAÑOL E INGLÉS EN LA ESCUELA GARFIELD. NOS GUSTARIA QUE SE CUMPLIERA LA SIGUIENTE PETICION:

- A. QUE TODO EL PROGRAMA BILINGUE SEA FINANCIADO
- B. QUE LAS/LOS ASISTENTES DEL PROGRAMA BILINGUE SEAN REEMPLAZADAS
- C. QUE LA COMUNIDAD TENGA MAS PARTICIPACION EN LA ESCRITURA DE LAS PROPUESTAS (PROPOSALS) HECHAS A FAVOR DE EL PROGRAMA BILINGUE

NOMBRE	DOMICILIO
Ricardo Marron	337 Drumhaston ave R.C.
Leonel Marron	8 meadow lane Redwood C.
Stephen J. Duff	1047 Haven Ave R.C.
Alvin Lopez	546 Hudson St. R.W.C.
Robert H. Hildebrand	447 Madison Ave R.W.C.
Elvin R. Hildebrand	447 Madison Ave R.W.C.
Marlene Canales	2828 Dorchester Ave R.C.
Celia Lucia Lopez	18 Bucknab Ave R.C.
Christine Gilley	1087 Haven Ave R.C.
Victoria Nunez	8 meadow lane R.C.
Natasha Lopez	546 Hudson St. R.C.
Thomas Lopez	603 Thomas Ave R.C.
Arthur Hildebrand	324 2nd Ave R.C.
Paula Hildebrand	3017 Haven St. R.C.
Georgina Hildebrand	134 Lincoln Ave R.C.
Sylvia Shodoudi	117 Lora Ave #9 R.W.C.
Rafael Shodoudi	117 Lora Ave #9 R.W.C.
Arthur Lopez	1336 Main St R.C.
Jose Mata	627 Lynn Ave Redwood City
Ricardo Marron	337 Drumhaston ave R.C.
Alvin Hildebrand	111 Valley St
Justus Michael Valenzuela	21 Buckingham Ave Red City 94063
Victoria Hildebrand	4545 Hudson St Redwood

Appendix L

OVERVIEWSESEA TITLE VII

On September 27, 1976, the U.S. Office of Education approved the ESEA Title VII proposal submitted by the San Mateo County education office.

ESEA Title VII of the Elementary and Secondary Education Act provides federal funds to meet the special needs of educationally deprived children who are limited in the knowledge of the English language. This is a consortium grant which will involve four (4) school districts in San Mateo County, including La Honda-Mascadero, South San Francisco, Bayshore and Redwood City. The Redwood City schools that will be involved in this project are:

Fair Oaks - - - - K-6
Hoover - - - - K-8
McKinley - - - - 6-8

The items listed below encompass the major portion of this project.

Teaching Assistants
Instructional Aides
Secretaries
Fringe Benefits
Supplies and Equipment

The portion of the grant received by the Redwood City School District amounts to \$116,882. At the present time we are discussing the possibilities of establishing a Rapid Learning Center for mathematics and language at one of the larger schools which could be funded by several sources, including Title VII.

ESEA Title I - MIGRANT EDUCATION

Under ESEA Title I, Region I of Migrant Education has awarded the Redwood City School District a grant not to exceed \$20,541 to aid the migratory child in his educational process.

The migratory child is the son or daughter of a migratory agricultural worker or a migratory fisherman who has moved with his family from one school district to another in order that the parent or other members of his immediate family might secure employment in agriculture or in the processing of agricultural or fishery products.

Approximately sixty-five (65) students will be served with the aid of tutors.

The items listed below encompass the major portion of this project.

Instructional Aides
Support Service Aide
Fringe Benefits
Supplies
Parent Involvement
Travel and Conference

The amount received for this project is \$20,541.

10/13/76

Appendix M

REDWOOD CITY SCHOOL DISTRICT
REDWOOD CITY, CALIFORNIA

UPDATE OF MASTER PLAN

NOVEMBER 10, 1976

PROJECTIONS - ETHNIC BALANCE

In 1970, prior to the implementation of the Master Plan, four (4) of the district's schools had a high (above 28%) concentration of minority students. Eight (8) schools had a minority (below 8%) count. This was 71% of the district's schools that were ethnically imbalanced.

In 1975, four (4) of our schools had a high (above 36%) concentration of minority students. However, only five (5) fell below sixteen (16) percent. This constitutes 60% of the district's schools which were ethnically imbalanced, even though our minority count increased from eighteen (18) percent to twenty-six (26) percent.

By 1979, if the Master Plan is fully implemented, only three (3) schools will have a high (above 41%) concentration and four (4) schools will have less than twenty-one (21) percent concentration of minority students. This will still leave 54% of the district's schools imbalanced. But considering that our ethnic count has increased from eighteen (18) percent to thirty-one (31) percent, dramatic progress has been made in spite of overwhelming odds.

TABLE I
ENROLLMENT IN THE REDWOOD CITY SCHOOL DISTRICT 1967-80

Actual September Enrollment	
1967	11,164
1968	10,826
1969	10,458
1970	10,274
1971	9,925
1972	9,549
1973	9,119
1974	8,772
1975	8,350
1976	8,048

Predicted Enrollment - 3% Decline	
1977	7,807
1978	7,573
1979	7,346
1980	7,126

ENROLLMENT PROJECTIONS
WITHOUT IMPLEMENTATION OF MASTER PLAN

	<u>1976-77</u>	<u>1977-78</u>	<u>1978-79</u>	<u>1979-80</u>
Clifford	372	361	350	340
Roy Cloud	458	442	429	416
Edison	222	215	209	203
Fair Oaks	465	451	437	424
Henry Ford	521	505	490	475
Garfield	431	418	405	393
John Gill	453	439	426	413
Hawes	370	359	348	338
Hoover K-6	420	407	395	383
McKinley (6)	272	264	256	248
Roosevelt	637	618	599	581
Selby Lane	597	640	621	602
Taft	586	568	551	534
Washington	371	360	349	339
Hoover 7-8	444	431	418	405
McKinley 7-8	627	608	590	572
Kennedy	776	753	730	708

ASSUMING THE MASTER PLAN IS NOT IMPLEMENTED
ETHNIC PROJECTION 1979-80

Clifford	4%
Roy Cloud	9%
Edison	42%
Fair Oaks	70%
Henry Ford	6%
Garfield	57%
John Gill	16%
Hawes	26%
Hoover	75%
Kennedy	22%
McKinley	28%
Roosevelt	14%
Selby Lane	22%
Taft	27%
Washington	48%
<hr/>	
District Average	31%

Appendix N

AGENDA
REGULAR MEETING OF BOARD OF EDUCATION
REDWOOD CITY SCHOOL DISTRICT
WEDNESDAY, JANUARY 26, 1977

Board Room
815 Allerton Street
8:00 P.M.

- I. Call to order
 - A. Pledge of Allegiance
 - B. Roll call
- II. Action on minutes
 1. Minutes of regular meeting of January 12, 1977 - enclosed
- III. Approval of agenda with such additions as receive a unanimous vote
- IV. General communications
 - *2. Presentation - Mr. Don Johnson
 - *3. San Jose Night Repertory
 - 3a. Candidates Night
- V. Special reports
 4. State Board of Education Hearing re: Belmont Unification Proposal - Mr. Cross
 5. Coordinating Association meeting - Mr. Crawford
 6. California Association for Bilingual Education Conference - Mrs. Mosher
 7. Board direction re: test scores
 8. Results of Consent Election
 - *9. Volunteers Conference
 - *10. Master Plan
 - *11. Multicultural Education Conference
- VI. Discussion items
 - *11. Teacher Aides
 - *12. Budget Development
- VII. Report from Superintendent of Schools
 - A. Requiring action
 - General
 13. Recommendation re: personnel report - enclosed
 - Financial
 14. Recommendation re: warrant list - enclosed
 - B. Information only
 15. Alcohol Education Project Workshop - January 24 and 31
 16. San Mateo County School Boards Association Dinner Meeting - January 31
 17. Coordinating Association Meeting - February 3
 - 18.
 - 19.
- VIII. Unfinished business
- IX. New business
 20. Suggested items for agenda
 - a.
 - b.
- X. Adjournment
- XI. Personnel session

NEXT BOARD MEETING - FEBRUARY 9, 1977

KENNEDY SCHOOL

Goodwin Avenue and Massachusetts Drive

8:00 P.M.

* Deletion and
Additions to agenda

4. Board Direction re: Test Scores

Dr. Wilson informed the Board that he had met with principals and they have been directed to discuss all test results of the individual schools first with staff members, second with advisory groups and then with the public in the general attendance areas of the schools.

5. Humanistic Education Conference

Trustee Marshall reported that she attended the conference for one day. There were approximately sixty teachers who attended the conference which was sponsored by the district Human Relations Committee.

Mr. Hill stated that the evaluations were very good and positive. A summary of the evaluations will be compiled in a few weeks.

6. Salary for Teacher Aides

Trustee Mosher asked if a report had been developed on the salary of aides.

Dr. Wilson reported that when unit determination is settled, salary of aides will come under one of the bargaining units.

7. Budget Development

Trustee Cross stated he was concerned about the time element for discussion of the budget for next year.

Dr. Wilson stated the tentative budget is being developed and he will proceed with this very shortly.

8. Volunteer Conference

Six volunteers attended the conference in Oakland. Mrs. Hattoom stated that material will be available for the Board concerning the conference.

9. Master Plan

Dr. Wilson asked what direction the Board wished to take in the updating of the Master Plan. He said that no recommendations are being made at this time for implementing the plan, but it is just an update of the plan.

The regular meeting of the Board on February 9th will be devoted to a review and discussion of the plan. Some of the items that will need to be discussed will be --

- (1) If schools are closed, as plan proposes, what effect would it have on desegregation?
- (2) How much money is saved if a school is closed?
- (3) If a site is sold, what is its value?
- (4) What is the cost of transporting students if a school is closed?
- (5) What is the cost of implementing a 6-8 school?

2 Additions to School Budget

By CAROL CARD
Tribune Staff Writer

A \$12,000 a year intergroup specialist and \$54,300 in proposed additions to the upcoming 1969-70 budget were approved this week by the Redwood City Board of Education.

The vote Wednesday night was 4-1 for the bi-lingual, guidance-oriented liaison between Spanish-speaking families and the school district. Trustee Laurens Wise dissented because of the uncertainty of state financial aid to help support the proposed \$8.5 million budget.

But the other board members were convinced by Dist. Supt. Joseph Grimes that the new position would mean "a united school-home front effort to remove obstacles to learning." Spanish surname students comprise 10 per cent of the schools' population, the districts largest minority.

The specialist would start by reviewing records of seventh and eighth graders to determine how their achievement and motivation could be improved. He would work out of the district office and be scheduled after hours to meet with parents who cannot meet with teachers during the day.

Fernando Vega, a spokesman for Mexican-American constituents, told the board, "I'm very much aware of the problem and it's imperative that we have this kind of person. The proposal is explicit and moves in the right direction."

Trustee Elise Johnson noted that the approach was inexpensive compared to the present costs of salvaging drop-outs through special training.

The board voted unanimously to move the Instructional Materials Center and district office from 400 Duane St. to the phased out Monroe School building, Alden and Alerton streets, by next February to allow more teaching space at McKinley School which adjoins present district offices.

A recommendation to absorb the \$13,189 salary of a psychologist, now paid by a federal grant facing cutback was approved 3-2, with Wise and Board President Andrew Baldwin voting no.

Grimes said the services of the psychologist, one of seven in the district, were badly needed to maintain counseling levels at poverty target area schools. Trustees in the majority agreed they would have to live with the frustration of federal grants that start with total financing and then phase out abruptly.

Unanimous approval was given for a \$10,000 appropriation for supplementary reading materials for new state texts next year and \$24,170 for instructional materials. The last category had not been increased for five years.

Earlier Grimes had mentioned that "teachers in every school are spending their own money to buy instructional media."

26—Redwood City (Cal.) Tribune Friday, June 14, 1974

RC elementary schools to continue bi-lingual program despite federal aid cutoff

The Redwood City Elementary School District's exemplary bi-lingual program of instruction at Garfield and Selby Lane schools will be continued next year, despite the denial of an extension of federal funds for the five-year-old program, trustees promised this week.

The school district provided transportation in a school bus and private cars for about 100 Mexican-American community residents who wished to attend the Wednesday night board meeting and support the program.

Trustees agreed that the program, for about 250 students both Latino and Anglo, will be continued with district money, but possibly in a modified form, depending on funds available.

The cost to continue the program on the present basis would be \$55,000, Supt. Ralph Wilson estimated.

In the program, Spanish-speaking students learn lessons in both Spanish and English, both to keep them from falling behind because of the language barrier and to reinforce their native language and culture. The program is recognized as a model in the state.

Wilson said the federal funding was for a five-year period and that "apparently no extensions are being granted."

There are six classes (kindergarten through fifth) at Garfield and one at Selby Lane.

Trustee Donald Baker said that if the program ceases to be a federally-funded pilot project and becomes a general budget item, it should be extended to all students in the district who could benefit.

"We maybe should be talking about \$100,000 instead of \$55,000," he said. The percentage of Spanish-surnamed children in the district is 17 and increasing.

Wilson replied that there are different kinds of programs at other Mexican-American community schools to deal with language problems.

Trustee Fernando Vega objected to bi-lingual programs "always being handled on a side money basis" and urged that it be put in the general budget.

Fair Oaks Community Center Director Antonio Villaseñor, speaking in Spanish and then translating to English, said the Latino community has a right to the preservation of the funds even in light of general budgetary restraints "because we have a lot of catching up to do."

Miguel Maldonado, who translated for the non-English speaking people through the board room's electronic head-phone set-up, presented a petition signed by 400 citizens.

It was greeted with cries of "Right on!" and "Viva!" (by the same person).

Legal Aid Society attorney Salomon Quintero said the January Supreme Court decision in the case of Chinese students in San Francisco means districts must provide bi-lingual education to preserve the constitutional guarantee of equal educational opportunity and that the decision applied to the Redwood City district.

Villaseñor pointed out that money for bi-lingual education is available to districts with desegregation programs and suggested they might be a source of revenue (if the district adopted a desegregation program).

Placards with such slogans as "help educate mañana's citizens" were displayed by people at the meeting.